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ANNUAL CONFERENCE
ON
COMMUNITY DEVELOPMENT
AT
SRINAGAR

(6*TH TO* 11*TH JUNE*, 1960)

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MAIN RECOMMENDATIONS AND CONCLUSIONS

24.3.15.8.81

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RURAL EXTENSION TRAINING CENTRE

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AGRICULTURAL PRODUCTION

Agenda Item I(A)

Village Production Plans

1.1 The Conference accepted that Village Production Plans should be attempted with the existing staff and resources.

1.2 It was felt that the Village Production Plan in the initial stages need not be the sum total of individual Family or Farm Production Plans, but should be prepared item-wise for a limited number of subjects to be later followed up by individual plans which could be worked out in greater detail wherever possible with the assistance of cooperatives.

1.3 Village Production Plans in this context will consist of the following two categories of programmes :—

(*i*) Self-Aid Programmes.

(*ii*) Programmes requiring outside assistance.

1.4 The Self-Aid Programmes will relate to such items of work which are feasible of implementation by the farmers themselves with resources locally available. These would be :—

(*i*) Multiplication and distribution of improved seeds.

(*ii*) Green manuring, composting, etc.

(*iii*) Use of improved agricultural implements.

(*iv*) Adoption of improved agricultural practices.

(*v*) Fuller utilisation of irrigation facilities, construction of field channels, and maintenance of existing minor irrigation facilities.

(*vi*) Multiple Cropping.

(*vii*) Small land development projects like field bunding, levelling, etc.

1.5 Programmes requiring outside assistance would have to be prepared on the basis of funds, supplies and technical assistance to be made available by outside agencies *i.e.* the departmental agencies or those authorised by the Block Panchayat Samities. Another source of finance in this respect would be the agency of Cooperative Societies.

1.6 The responsibility for preparing Village Production Plans will vest in the local panchayats, with which should be associated the management of cooperatives, progressive farmers (Gram Sahayaks) and Extension Workers. These together will particularise items of Self-Aid Programmes etc. to be included in the Village Production Plan. The Panchayat will be free to adopt measures considered necessary for the successful implementation of the programme, planning its execution through selected individuals making them responsible for either specific areas or individual items. The nature and scope of the Village Production Plan will increase as the efficiency of panchayats and cooperatives develops in this field of activity. These programmes would have to be prepared every year and execution phased over every season.

1.7 To ensure the success of Village Production Plans, the Technical Departments concerned will have to arrange for timely and adequate supply of seeds, fertilisers, etc., services and technical skill.

1.8 In the initial stages both for the preparation of the village plan as well as its implementation, the Extension Staff would have to play a very active part in giving necessary guidance and assistance to the farmers and to the Panchayat. They would be required to make more night halts and spend more time with them. Further, an intensive publicity and educational drive should be organised for both officials and non-officials to make the process of planning and implementation known to them. Special efforts should be made to avoid unnecessary paper work and preparation of voluminous proformas.

Coordination

1.9 The Conference indentified three types of non-coördination:

(*i*) Similar schemes being implemented by different departments;

(*ii*) Loans being disbursed by different agencies for similar purposes; and

(*iii*) Failure to locate responsibility very clearly which results in conflicts or non-coordination between departmetal personnel.

1.10 The Conference was of the view that with the ushering in of Panchayati Raj and the concept of the block as unit of planning and development, the first difficulty would not exist. As regard the second, the Conference drew attention to the last resolution of N.D.C. which recommended that all financial assistance except distress Taccavi should be channelised through Cooperatives. With regard to the third difficulty, the Conference recognised that in view of the differing administrative set up in each State, it will not be possible to suggest any uniform remedy. Each State will have to separately examine the question and see that suitable machinery and conventions are established to bring about the much needed coordination and avoid duplication of efforts. However, the responsibility of the District Collector at the District level and B.D.O. and the Block level for all developmental action was stressed and it was hoped that formation of Local Institutions at the District and Block levels would help in bringing about better coordination.

Mobilisation of Man-Power

1.11 It was decided that the Panchayats and Panchayat Samitis must accept responsibility for and work out, comprehensive land development schemes. These should be based on the available unemployed and underemployed labour force and local resources and provide for their maximum utilisation.

1.12 These schemes may relate to contour bunding, levelling, terracing, field bunding, drainage, minor irrigation works, afforestation, local manurial resources, construction of field channels, etc.

1.13 The requirements for these schemes will fall under the following heads :

(*i*) land;

(*ii*) materials not available locally;

(*iii*) skills not locally available;

(*iv*) skills not locally available but in which local people can be trained like masonary works, etc.; and

(*v*) unskilled labour.

1.14 It was agreed that local institutions *i.e.* the Panchayats and Co-operatives together with local organisations of farmers, if in existance, should fully utilize the unskilled labour, and the local material in execution of such schemes; and also the available governmental resources to build up stock of necessary material and skill required for the implementation of selected and development schemes. The Panchayat should also arrange to secure the land required either free or on payment or on the consent of the landlords to carry out the works, according to the needs of each case.

1.15 One of the major pre-conditions for the success of these schemes will be to organise and train the farmers for construction works. It will be the duty of the local institutions and Extension Workers to do this. In framing these schemes, the State Governments may take into consideration the Planning Commission's paper on the subject.

Supply and Services

1.16 The Conference accepted the general policy of making cooperatives responsible for handling as many of the supply and service functions as possible, which will relieve the Extension Staff to the maximum extent of work which basically involves purchase, storage and sale of materials required by the farmers.

1.17 *Fertilizers* : Subject to the recommendations to be made by the Fertilizers Distribution Committee appointed by the Food and Agriculture Ministry, the following suggestions were agreed to :—

(*i*) The entire distribution of both nitrogenous and as much of phosphatic fertilizer as possible should be handled by the Co-operatives;

(*ii*) Adequate supervision of such distribution work should be provided by the State Departments of Agriculture and Cooperation;

(*iii*) Provision should be made for establishing a sufficient number of distribution points;

(*iv*) Facilities should also be provided to non-member farmers for obtaining fertilizers required by them;

(*v*) Movement of fertilizers allotted to a State to places outside the State should be banned;

(*vi*) The cooperatives should take up intensive sales promotion work.

1.18 *Improved Seeds* : It was agreed that the production of Foundation-seed will continue to be the responsibility of the State Department of Agriculture at the seed Multiplication Farm. It was also agreed that the Foundation-seed so produced should go to each village for further multiplication by two or three registered seed growers to be selected by the Panchayats

or Cooperatives Society as the case may be either directly or through the Cooperative Societies. The registered growers should invariably sell their resultant produce to the Cooperative Society which would have the first option to buy, for storage and distribution. The Cooperative Society will be assisted by the Extension Staff in testing the quality of the seed. It was further agreed that surplus seed left over with the registered growers after having sold to the Cooperative Society its requirements, may be sold or exchanged with other farmers directly. Such a process of multiplication being easy to handle and supervise would also avoid unnecessary transport expenses. Since the supervision at the village level is to be carried out by the V.L.Ws. with the cooperation of the Panchayats and Cooperatives, it will be necessary for the Agriculture Department to impart necessary training in seed multiplication technique and quality control to the selected members of Panchayats and Cooperatives and the registered growers.

1.19 *Plant Protection Equipment & Pesticides* : It was agreed that while the plant protection equipment and pesticides required in an emergency and for demonstration purposes will be handled by the Agriculture Department, their sale to farmers, either at cost price or subsidised rates, should be handled by the Cooperatives. However, it was emphasised that in order to meet any emergency it is necessary to evolve a system in which there will be no time-lag between detection of pests and implementation of necessary preventive action at the village level with proper technical advice. The Agriculture Department may, therefore, prepare detailed instructions about the kinds of treatment and the period and situation in which these could be made use of by the farmers. It was also agreed that subsidy for supply of palnt protection equipment and pesticides should be continued and that necessary provisions should be made for giving liberal loans to the farmers so that they are encouraged to take full advantage of these facilities.

Quality of Extension Workers

1.20 *Officials* : The Conference decided the following :—

1.21 Some of the Extension Training Centres do not possess the necessary equipment and also are not provided with facilities for training in work relating to Dairy, Poultry, etc. To the extent such facilities are deficient, immediate steps should be taken to provide them.

1.22 The State Governments may immediately create a leave and training reserve and arrange for filling up of posts lying vacant.

1.23 Sufficient incentives may be provided to instructors at the Extension Training Centres by giving them residential accommodation, medical and educational facilities etc.

1.24 The District Collector during his tours should invariably meet the V. L.Ws and discuss the problems of agricultural production with them. In addition, he should participate in as many District Level Seminars as possible of Extension Staff including V.L.Ws and non-officials.

1.25 Selection grades should be created for such V.L.Ws who have done outstanding work. A V.L.W., on the basis of his efficient and meritorious services should be eligible for promotion as an Extension Officer (Agriculture, Cooperation, Panchayats, Soicial Education and Education) and then to the post of B.D.O. Before he can be considered for promotion

to higher posts in the Departments concerned, it will be necessary to provide him with higher training to secure necessary academic knowledge. Arrangements for this purpose should be worked out in detail in the Ministry in consultation with the State Governments.

1.26 The Block Level Overseer, like other Extension Officers, should also be eligible for promotion as B.D.O.

1.27 Block Development Officers, irrespective of their parent service, should be eligible for promtion to the State Administrative Service. The Officers drawn from Technical Departments who are eligible for promotion in their own Departments, when appointed to the State Administrative Service, would cease to hold lien in their parent Department and would thus become eligible for further promotion in the State Administrative Service only.

1.28 The Technical Staff at District Level may be strengthened so that adequate supervision and guidance is made available to the Extension Officers.

1.29 *Non-Officials* : The training of Gram Sahayaks should continue. In order that the right type of farmers be trained as Gram Sahayaks the Panchayat should be asked to recommend suitable persons for the purpose. Wherever necessary the duration of the training should be reduced without deteriment to the programme. Audio-visual and field demonstration programmes should be arranged as part of the programme.

1.30 The Conference considered it necessary that there should be a follow-up programme for the Gram Sahayaks and arrangements for higher training. The Conference took note of the courses run by the Indian Council of Agricultural Research for training non-officials, which could be utilised in this respect. The courses for higher training should be such as are applicable to the field. The detailed arrangements of such training should be taken up for examination by the Ministry of Community Development with the Ministry of Food and Agriculture.

1.31 As a part of the follow-up programme Gram Sahayaks who are adjudged to have done outstanding work in improving agricultural production in their own fields and in assisting other farmers should be taken out on special Bharat Darshan tours organised by the Ministry of Community Development and Cooperation. A seminar should also be arranged in order to provide an occasion for exchange of views on agricultural problems.

Local Manurial Resources

1.32 It was accepted that organic manures should be developed to the fullest extent possible.

1.33 *Green Manures* : It was agreed that it would not be unrealistic to aim at introducing green manuring practices in all lands under paddy, wheat, barley and sugarcane within a period of three to four years.

1.34 To make the green manure seed easily available it was suggested that its multiplication in the villages should be taken up in the same manner as for the main crops. For this purpose, the selected green manure seed may be sold to the farmers in the form of two ounce packets at a nominal price , which can be planted on the periphery of a field. Where peripheral

plantation is not possible, seed may be raised by growing a few rows of it in the field itself. Bulk plantation of waste lands can also be tried wherever possible through Panchayats, Yuvak Sanghs and other non-official agencies. Multiplication of green manure seed should be one of the salient features of a village production plan.

1.35 The Department of Agriculture should, after a survey, indicate the kinds of green manure crops that can be grown in different areas. In areas where multiplication of green manure seeds is undertaken for the first time, the State Government may guarantee its purchase. Further, as an incentive to farmers to adopt green manuring on a large scale, irrigation rates may not be levied on the green manure crops.

1.36 *Green Leaf Manures* : It was agreed that in every Block, Panchayats should be assisted to organise a drive to raise suitable plant material for the purpose of green leaf manure. The Agriculture Department should supply planting material for such perennial shrubs which could be grown locally. The importance of getting these shrubs lopped periodically for composting was emphasised. Field bunds, borders of compost pits and roadside work load are to be used as places for these plantations. It was further decided that the scheme of collecting and composting Forest Litter should be continued with vigour, wherever possible.

1.37 *Farmyard Compost* : It was decided that Panchayats should accept it as their objective to produc enough farmyard manure in each village as to enable application of at least 4 cart loads of compst to each acre of land cultivated. To attain this objective, the Village Production Plan should provide for two pits of $8 \times 5 \times 3'$ per acre of cultivated land and compost prepared therein. It was further decided that the present practice of digging compost pits near residential houses or village sites should be replaced by the programme of preparing compost in pits in the fields. To begin with, every Block should aim at ensuring that at least one village Gram Sevak Circle follows the programme outlined above.

1.38 *Cow Dung Gas Plant* : The Conference noted that the cow dung gas plant has not so far made much headway. It was also noted that this plant is beyond the means and capacity of the ordinary farmer and is not uniformly applicable to the entire country. It was, therefore, agreed that before introducing this plant among cultivators, the economics of the plant should be worked out carefully and demonstrated to farmers. It was decided that to begin with, it may be established on a pilot basis in each of the Extension Training Centres.

1.39 It was felt that a more effective method of conserving cow dung as manure is to develop fuel plantations on the communal lands. Such plantations can be undertaken without much cost by raising quick growing trees on village common lands. The Forest and Agricultural Departments should arrange to supply the necessary planting material.

1.40 *Night Soil Compost* : The Conference observed that the prejudice against the use of night soil compost as manure is gradually dying down. It, therefore, recommended that night soil compost scheme should be intorduced in bigger Panchayats as outlined in the programme launched by the Food and Agriculture Ministry entitled "development of local manurial resources".

1.41 The Conference suggested that progress achieved by a Block in respect of development of local manurial resources should form a vital item in the self-aid tests which are being prescribed for conversion of pre-extension Block into Stage I Blocks.

Improved Agricultural Implements

1.42 It was unanimously agreed that popularisation of improved agricultural implements should be taken up as a top priority item of work. Demonstrations of improved agricultural implements should be widely organised in a more systematic manner than hitherto. Since the Gram Sevaks are fully preoccupied with other duties, the consensus, of opinion was that suitable personnel wherever necessary may be employed on work charge basis to carry out these demonstrations. It was also agreed that, in the beginning, some subsidy for a short period may be provided for the distribution of improved implements. It was further suggested that concentration on a few well-known improved implements would be more conducive of success then to undertake propagation of a large number of new implements. It was accordingly agreed that the Agriculture Departments should prescribe the number and type of improved implements for popularisation in each area keeping in view factors, relating to their cost, their manufacture in the context of present difficult supply position of iron and steel and the need for making the maximum impact on agricultural production.

1.43 It was observed that the main bottleneck in this regard is the inadequacy in the supply of iron and steel quota allotted for agricultural purposes and the unsatisfactory manner in which these quotas are issued. It was decided that the Ministry of Community Development and Cooperation should take up with the authorities concerned the question of increasing the agricultural quota and induce them to give top priority to their actual release in view of the admitted urgency of increasing agricultural production. The State Agricultural Departments should in their turn ensure proper utilization of the iron and steel quota allotted to them. For this purpose, the State Department of Agriculture should draw up a programme for manufacturing the improved implements, select suitable fabricators and arrange allotment of the required quota to them. It was agreed that the supply and services functions in regard to improved agricultural implements should be handled by the Cooperatives. Where the Cooperative Societies are not in existence, or are not ready to take over their production work, it was suggested that the quotas may be given to private fabricators on condition that they should supply these implements in the first instance to Cooperative Societies which are entrusted with the work of distribution. The price of implements should be fixed by the Agricultural Department as is being done at present. It was further agreed that the programme of manufacture and spread of improved agricultural implements should be closely integrated with the industrial programme of the Blocks so as to ensure that proper servicing and maintenance facilities are brought into existence as quickly as possible. The common facilities centres that are proposed to be set up during the Third Five-Year Plan in a group of Blocks and the zonal workshops of the Agricultural Department should provide facilities for repairs and servicing of agricultural implements. In addition, large numbers of village artisans should be trained in the repair and servicing of these implements with the funds available in the schematic budget under Rural Arts & Crafts.

1.44 It was also agreed that the community awards which are being given on the basis of performance in the campaign for higher agricultural production may be given in the form of improved agricultural implements.

Intensive Agricultural Development Programme

1.45 It was agreed that the Community Development agency should play a leading role in the execution of this programme. With this end in view, the following steps were suggested :

(*i*) As soon as a district is selected, the Extension Staff in the blocks should plan and undertake intensive educational and propaganda drive so that the objectives of the scheme are clearly understood by the people;

(*ii*) All the Block Staff will have to be put through an orientation training so that each one of the team will have a clear understanding of the objectives of the scheme and the role he is to play. The Conference took note of the fact tht such a training was already being planned as part of the scheme.

(*iii*) It is necessary to ensure that the additional staff that will be appointed under the scheme is fully integrated with the block organisation. In other words, the B.D.O. should be the head of all the staff working in the block. Similarly, at the District level, the Collector should have the power and authority to co-ordinate the activities of various departmets as he is doing at present in regard to the block work. At the State level, it is essential that the Development Commissioner should be closely associated with the scheme from the very beginning.

MINOR IRRIGATION

Agenda Item I(B)

2.1 The Conference noted with satisfaction the progress made under minor irrigation programme in the blocks during the last two years. The conference considered the proposal to insist on a minimum quantum of public contribution on M. I. Works, but felt that one of the factors responsible for speeding up progress on this programme in the C.D. Sector during the last two years was the relaxation of this condition and felt that its reintroduction was bound to retard the tempo and thus very adversely affect the agriculture production targets.

2.2 Considering the fact that large areas in the country still remain in urgent need of irrigation facilities and as provision of irrigation is one of the most important single factors contributing towards increased agricultural production, the Conference made the following recommendations with a view to accelerating further the minor irrigation programme and assuring the maximum and sustained benefits therefrom.

Planning and Coordination

2.3 There should be a unified agency in the State for handling of minor irrigation programmes financed from various sources, as for instance in Bihar, where they now have a complete engineering establishment headed, at the State level, by a Superintending Engineer who is designated as Additional Director of Agriculture (Engg.) and is under the administrative control of the Secretary of the Agriculture Department. At the District and State levels, officers of the Irrigation, Agriculture and Planning Departments should asses the irrigation requirements and possibilities in the block and prepare plan of works to be undertaken.

Execution

2.4 Construction of minor irrigation works should be entrusted to the extent possible to local agencies like Panchayats and Cooperative. Where the works are on a grant-in-aid basis, these institutions will normally be chosen to receive grant-in-aid and to execute the works. Even where works are given on contract, it is desirable that these institutions should be utilised so that local labour is employed to the maximum extent possible and to ensure the association of local bodies in the execution of such works. In either case, the local bodies experience difficulties in raising initial finance. Therefore such bodies may be advanced initial finance to serve as a revolving fund. Also in respect of contracts the normal procedure of security deposit need not be insisted upon.

2.5 Adequate attention should be paid to drainage work under minor irrigation programme in order to counter-act the ill effects of water logging, salinity and alkalinity.

2.6 A minimum of two thirds of the total provision under 'Agriculture, Minor Irrigation and Land Improvement' in the schematic budget should be earmarked for minor irrigation except in areas where there are special conditions which render this impossible or unnecessary.

2.7 A survey of man-power available in the Block should be undertaken through the Progress Assistants on the Block staff, with a view to a realistic planning for maximum works programme and full utilisation of available man-power.

Maintenance

2.8 The maintenance of minor irrigation works should be entrusted to local bodies and panchayats to the extent possible and adequate technical staff required for this purpose should be organized at the block level. Necessary funds required for proper maintenance of these works should be made available to the local bodies in the same manner as they were available to the technical departments handling maintenance in the past.

2.9 Facilities for repairs to engines, pumps and other lift appliances commonly used in the area should be provided close to the works. When common facility workshops, proposed recently, are actually set up, they will go along way in meeting these requirements. Each such workshop should have one or two technicians appointed not on the usual time scale of Government but on payment of a retainer. They should help the cultivators in repairing their engines, pumps and other agricultural machinery on payment basis. One half of the charges realised should be credited to State account and the remaining half retained by the technicians. Although this would be a departure from the normal existing Government practice, the Conference strongly felt that this was very necessary in order to provide incentive to the technicians. These workshops should also have mobile units which could set right many minor defects on the spot.

2.10 Intelligent young farmers could be trained in handling mechanical equipment such as engines, pumps, etc. This training could be provided as part of the higher training programme for the Gram Sahayaks.

Utilisation

2.11 The State Departments of Agriculture should take steps in advance to organize necessary research and devise cropping patterns in newly irrigated areas.

2.12 Demonstration farms and plots should be set up to bring home to cultivators on the field the advantages of irrigation and improved agricultural practices.

2.13 The cultivator should be provided with financial credit on convenient terms and necessary technical guidance for preparation of lands and for meeting the requirements of seeds, fertilizers, manures, implements, etc.

2.14 Concessional irrigation rates should be provided for the first few years in newly irrigated areas.

2.15 The alignment and grading of field channles should be given by technical departments, but their construction should be made the responsibility

of panchayats or cooperatives of beneficiaries who would be in the best position to resolve difficulties of acquisition of land, labour, etc. In order to ensure timely construction of field channels, the beneficiaries should be given a fixed time-limit in which to complete this work failing which the panchayats should carry out the work themselves and recover the cost from the beneficiaries as arrears of land revenue. Panchayats may have to be given a limited advance of funds and will have to be vested with the necessary powers for this purpose.

2.16 The responsibility of distribution of water beyond the Government outlet should be progressively transferred to cooperatives or other associations of beneficiaries.

VILLAGE AND SMALL SCALE INDUSTRIES PROGRAMME

Agenda Item II

Place of Industries in the Programme

3.1 The conference agreed that the programme for Rural Industrial development should find an important place in the State development activities. The present tendency in some of the States to divert the monies from the Industries sector to other developmental works should be strictly guarded against.

Pilot Projects

3.2 It was decided that the Industries Pilot Projects started in C.D. areas may be continued as part of the Third Five-Year Plan. State Governments will make a specific provision for this purpose in the State Rural Industries programme of the State Plan.

Agency for Industrial Development

3.3 It was agreed that the staff at the Block level and the Extension Officer (Industries) in particular should, in future, be increasingly utilised as the agents for development of all village industries programme within the block area. To accelerate the pace of village industries programme, it was further suggested that the Boards should not defer implementation of their agreed programme for an area for want of appointment of their staff. They should in all such cases implement it through the Extension Agency itself. This will not only reduce multiplication of agencies and reduce delays but will also account for economy.

3.4 It was agreed that the field workers of the various Industries Boards & Departments, who operate at the Block level, should be represented on the Block Development Committee, to the same extent as other Extension Officers, irrespective of the fact whether they belong to departments or to the various Boards or Commission. It was also decided that B.D.Os. should as a rule convene a quarterly meeting of all the Industries field workers who operate in the Block area. Through these meetings the rural industries programme of the area, organised and run by different agencies, will be periodically reviewed examined and followed up. B.D.Os. will thus become squarely responsible for the implementation of village and small scale industries programme in the Block areas.

Need for Coordination

3.5 While it was agreed that there should be coordination at the State level between the different Boards and the department of Industries, the Conference discouraged the idea of creating new bodies at the State level for this purpose. It was suggested that wherever the State Coordination Committee does not represent these Commissions and Boards, steps should be taken to incroporate their representatives on such Committees.

Extension Officer Industries

3.6 It was agreed that the budget provision for the Industries Extension Officer should continue as at present, but the arrangement for payment of

the salary of the officer should be the same as in the case of other Extension Officers that is through the B.D.Os, the Industries Extension Officer being a member of the Block team.

3.7 It was suggested that in such of the States where full complement of Industries Extension Officers are not appointed immediate steps should be taken by the Development Commissioner to see that they are recruited, trained and appointed. It was felt that timely recruitment of Industries Extension Officer will also make up for the present wastages in training facilities.

Programme in Package Areas

3.8 It was agreed that in areas selected for the package programme for intensive agricultural production there was great potential for rural industries. Therefore the Small Scale Industries Institute should carry out on a priority basis a survey of industrial development in that area. Also in carrying out the programme for establishment of District Training Institutions, Rural Industrial Centres, Rural Industrial Estates and related programmes of training and production, the need of these areas should receive preferential treatment. This should not, however, mean that funds or resources in the schematic budget from blocks outside these areas should be diverted into the area.

District Training Institutions

3.9 It was agreed that a cluster type of training institutions with a minimum of 64 seats should be started at the rate of one for 15 blocks with a minimum of one per district. These Training Institutions should offer facilities of training in selected arts, crafts and industries which are locally useful or have special facilities locally for development. In order to finance these institutions, it was suggested that a special provision may be earmarked by the Commerce and Industry Ministry either by making a separate allocation for purposes of such training or by deducting necessary *pro-rata* funds from out of the budgets of Separate Boards and Commissions to the extent their respective training programme will be undertaken by these institutions. It was decidecd that this matter may be discussed with the Ministry of Commerce and Industry and the representatives of the various Boards and All India Khadi and Village Industries Commission and Planning Commission.

Purchase of Epuipments

3.10 It was agreed that for purchase of equipment etc., by Industrial Cooperatives and individual artisans, facilities for hire purchase , loan and subsidy should be made available.

Common Worksheds

3.11 Common Worksheds should be opened wherever there is demand for them, the demand will depend on the nature and requirement of local industries and local conditions. The construction and management of such Worksheds should as a rule be through industrial cooperatives who should be given every technical and financial assistance.

Village Industries :

3.12 The general consensus of opinion was that in order to make an impact of the industries programme on the countryside it is necessary that

the All India Khadi and Village Industries Commission should organise at least one or two industries in each block. The Conference appreciated the financial and other difficulties of the Commission in this regard, but was of the view that unless the All India Khadi and Village Industries Commission makes it possible to adjust its resources and man-power to organise at least one or two of the 8 to 10 industries handled by them in the rural areas, the Industries programme, will not be playing its part in the development of rural areas. It was proposed that the All India Khadi and Village Industries Commission in the light of this may reconsider to devise means and methods to start two units of production in each block, without necessarily linking it up with Ambar Charkha programme. If need be, this question may be settled in a meeting convened of the representatives of the All India Khadi and Village Industries Commission, Ministries of Commerce & Industry and Community Development.

3.13 It was agreed that in addition to the Industries to be started by the All India Khadi and Village Industries Commission wherever local facilities permit similar industries and Production Centres should be started through industrial cooperatives with the assistance of All India Handicrafts Board, Central Silk Board, All India Handloom Board and Coir Board.

Rural Industrial Centres

3.14 It was agreed that Rural Industrial Centres may be established one for every five blocks, but if financial allotment from the Ministry of Commerce and Industry is not sufficient, the programme may be on the basis of at least one Rural Industrial Centre for every ten blocks.

Rural Industrial Estates

3.15 It was agreed that there should be at least one Rural Industrial Estate started for every 15 blocks with a minimum of one for a District by the end of the Third Five-Year Plan. Necessary provision for 325 Estates at the rate of Rs. 2 lakhs each *i. e.* Rs. 6.5 crores may be made available out of the Rs. 27 crores for the programme of Industrial Estates in the country. It was emphasized that a common facilitity workshop should be established in every Rural Industrial Estate.

Schematic Budget

3.16 The Conference agreed to the provision for Industries made in the schematic budget prepared by the Ministry. The Block Development Committee or the Panchayat Samiti should prepare a comprehensive programme of rural industrial development for the Block taking into account only the funds available in the schematic budget but the funds and resources available from other sources namely, the Ministry of Commerce and Industry, the State Governments and the various Boards like the All India Handicrafts Board, Small Scale Industries Board, Coir Board, All India Handloom Board etc., so that an integrated programme of Industrial development for that area is prepared.

Credit Facilities

3.17 The Conference was of the opinion that the provision of Rs. 30,000 made for credit to artisans for capital and revolving expenditure should not be reduced. Care should be taken to see that no budgetary re-allocation may reduce this amount since it will have repurcussions on the growth of

industries programme. It was also agreed that in such of the States where the liberalised pattern of giving loans to the artisans through Block agency *i.e.* giving loans on personal security of the artisan and one other person, does not exist, it should be given effect to.

Supply of Raw Materials

3.18 The Conference was strongly of the view that unless and until the required quantities of raw materials are made available to the small scale and village industries not much progress in this regard could be registered. It was also pointed out that any deterioration in the quality of raw materials will adversely effect the progress of rural industries. In order to avoid the present defects in the supply and distribution of raw materials to rural areas it was decided that the Ministry of Community Development at the Centre should take up this matter with the concerned Ministries to fix a procedure for the supply of raw materials controlled by the Centre and get the quota for rural areas increased. Similarly in respect of raw material controlled by States greater coordination should be establishshed at the State level between various departments to ensure proper and timely distribution of raw materials to artisans and their cooperatives. Steps may also be taken to ensure that the quality of supplies is not lowered. It was felt that in the field of village industries any deterioration in the quality will be highly prejudicial to the sale of their products.

Price Preferentials

3.19 It was further suggested that State Governments should as far as possible adopt price prefernential policies with respect to rural industries products which alone would help in their growth. This should include acceptance of sub-standard goods at reduced prices where the reduction in quality is not to render the goods unusable *e.g.*, in respect of furniture, footwear, etc.,

Study Team on C.D. Industrial Pilot Projects

3.20 In arriving at the foregoing conclusions and recommendations the Conference had before it the report of the Study Team on C.D. Industrial Pilot Projects. While some of the important recommendations relating to physical aspect of the programme of village and small scale industries have been accepted, the more fundamental and basic issues relating to development of village and small scale industries are to be borne in mind particularly while formulating the Third Five-Year Plan. The Conference reiterated the main objectives of the Second Plan in the development of village and small scale industries such as to avoid further technological unemployment in traditional industries and provide increased employment. The Conference felt that much remains to be done to achieve these objectives in the Third Plan period. The Conference was further of the view that providing increased employment, should be the central objective of rural development, and the sector of village and small scale industries has a vital role to play in achieving this object. The Conference, therefore, was of the view that the programme of village and small scale industries should receive a much higher priority in the economic development of the country.

3.21 It was specially emphasized that the major portion of the financial provision earmarked for small scale industries including industrial estates should be spent in the rural areas and the content and the form of the

programme of small scale industries should be suitably formulated to achieve this object. The Government should support this programme not only by providing financial, technical and organisational assistance, but also by introducing cooperative marketing and by purchasing products of village and small scale industries to meet their own requirements. It is also important that the Third Five-Year Plan should clearly extend the field of reservation or demarcate the sphere of production in regard to small industries which are located in the rural areas and are considered essential for development for socio-economic reasons.

3.22 The Government should devise measure for a rapid decentralisation and diversification of industries in the rural areas in a phased way and distribute them equitably in the rural areas. The Ministry of Community Development and Cooperation will further take up this matter with the Ministry of Commerce and Industry and the Planning Commission, so that the appropriate priority that would be required in the development of industries in the rural is recognised and adequate measures and provisions are made by the Government of India and the State Governments while formulating the Third Five-Year Plan. To encourage establishment of industries in rural areas State and Central Governments must be prepared to provide positive incentives like acquisition of land, provide liberal loans for development, make available power and transport facilities at concession rates etc.

TRAINING OF OFFICIALS—ORIENTATION AND STUDY CENTRES

Agenda Item III (i)(a)

4.1 It was felt that the existing syllabus of the Orientation and Study Centres was far too heavy and that a Study Group should be appointed at an early date to go into the syllabii and make recommendations for their recasting.

4.2 About one-third of a period should be devoted to talks and the remaining two-thirds utilised in discussion. As regards core subjects to be covered during the courses, it was suggested that suitable text books should be evolved in due course. Once this is done, and copies of the text book made available to all members of the course, they can come prepared with the day's subject and the lecturer need only introduce the subject in a brief talk of about 15 minutes or so.

4.3 The Conference made the following recommendations for improving the proficiency of Instructors in Study and Orientation Centres:—

4.4 Facilities available at the Institute for Instruction on Community Development, Rajpur, or regular training in teaching methods and techniques should be utilised to the maximum extent.

4.5 Principals/Directors of Orientation and Study Centres/SEOTCs may attend the courses at the Central Institute, Mussoorie.

4.6 Selected Principals/Directors/Instructors should be sent on short intensive courses of a specialised nature offered by selected foreign Universities, such as the Extension Centre, Waggeningen, Netherlands.

4.7 The State Departments should be requested to send their important policy circulars to the Training Centres and also to invite the respective Instructors to important meetings and conferences. The Principal may be invited to the meetings of the State Governments' Coordination Committee comprising Heads of Development Departments.

4.8 An Instructor should remain at a Training Centre for not less than 3 years and for not more than 5 years; he should go back to the field after that period. It is necessary therefore that Instructors in Training Centres are in future obtained from the State Government Departments concerned on deputation; the practice of recruiting them from the open market through the UPSC should be restricted to cases where it is absolutely necessary. As regards Instructors who do not have a lien on any State Department, it was suggested that after a period of 3 years in a Training Centre, the feasibility of deputing them to serve under a State Government on deputation for 3 years should be explored. Where this is not feasible, they may be posted in a block for a period of 3 months as an Additional Extension Officer in the subject concerned, his salary during the period being borne by the Training Centre.

4.9 The Principal should go out to the States attached to the Training Centre to meet ex-trainees and to discuss their problems both to refresh his knowledge of the field and as a follow-up measure. There should be proper planning of these tours to obtain the maximum benefit out of them.

4.10 The Conference recommended that a Managing Board consisting of representatives of participating States, Heads of Technical Departments, some selected non-officials and the Principal of the Centre, with the Development Commissioner of the State where the Centre is located as the Chairman should be constituted for each Training Centre. This Managing Board will be incharge of allotment of seats to States, planning of the courses and village practicals, study tours of the staff, research and study programmes and coordination between blocks and the training centre. The Ministry of Community Development & Cooperation should delegate its powers in respect of these matters to the Managing Board.

4.11 It was agreed that the trainees and the staff must live in an atmosphere which will inculcate in them an attitude of sensitivity to rural needs. Moreover, they should practice what they would teach. The food served in the training centre should be a model of balanced diet; the chulas, bathrooms and latrines in use by the trainees should reprsent the improved types advocated for use in the villages. Cooperative Stores organised by the trainees and staff should function in all centres.

4.12 Most of the work now done by hired staff at the Training Centres should be done by the trainees themselves as part of "Shramdan". The trainees might hire one or two cooks and run a cooperative mess, members taking a hand in all activities such as serving, washing of dishes etc.—in fact all chores at the camp of whatever nature, by rotation. In addition to making Shramdan activities purposeful, as stated above, it was felt that there should be greater stress on physical well-being and that the day should begin with community exercise.

TRAINING OF OFFICIALS—SOCIAL EDUCATION ORGANISERS' TRAINING CENTRES AND MUKHYA SEVIKAS' TRAINING CENTRES

Agenda Item No. III (I) (B)

5.1 The Conference generally endorsed the recommendations made by the Conference of Directors of SEOTCs and of Mukhya Sevikas Training Centres held in December, 1959 and in February, 1960 respectively, for improving the standard of training of SEOs and Mukhya Sevikas. As regards the association of the Development Commissioners with the Training Centres, it was recommended that a separate committee for each institution with the Development Commissioner or his nominee, as a member, should be set up as has been recommended for Orientation and Study Centres.

5.2 The Conference felt that one of the main reasons for non-utilisation of seats at the Training Centres is that the required number of candidates are not recruited by the State Goverments sufficiently in advance. Candidates are normally recruited only a few days before the starting of training courses and many of them do not join in time. It was recommended that in future only those persons who have actually joined duty in a block and have had at least 3 months' field experience should be made eligible for training. Trainees should as far as possible be allotted to Training Centres as near their respective States as possible.

5.3 The Conference recommended that all State Governments should pay a uniform training allowance of Rs. 50 per month over and above the salary of each trainee.

5.4 In order to overcome the difficulties now experienced in timely disbursement of salaries and allowances to trainees, it was agreed that the intitial payment should be made from the budget of the training centres and that a simple procedure should be worked out for subsequent reimbursement from the States concerned. This will apply to both Training Centres run by the Government and those run by private Institutions.

5.5 The Conference felt that in addition to the SEOs, the Block Development Officers and Agricultural Extension Officers posted in tribal blocks should be given special training for one month in tribal life and culture. The Training Centre at Ranchi may be reorganised with this end in view. The question of imparting such special training to other Extension Officers might be taken up later on, after assessing the results of this training in the case of the categories of officials mentioned above.

STUDY AND ORIENTATION OF NON-OFFICIALS

Agenda Item III (ii)

Study Camps for M.Ps. and M.L.As.

6.1 It was recommended that States where these camps have not been held should take early steps to organise them. The States which have already held one camp may consider the desirability of holding another camp for the remaining M.Ps. and M.L.As.

Training of Non-Official Members of Block Development Committees :

6.2 The following steps were recommended for securing full attendance in the training camps of non-official members of Block Development Committees :—

(*i*) The training should be imparted during a period when the participants are free from their normal work, *i.e.*, during slack seasons.

(*ii*) The programme of training should be drawn 2 or 3 months in advance so that the individual members may have sufficient notice and may be able to arrange their programme accordingly.

(*iii*) The Block Development Officer should fully explain the significance and advantages of the training to members of the Block Development Committee. One meeting of the Block Development Committee should be devoted for this purpose; the programme of training could be drawn up during this meeting and each member could also indicate as to which camp he would like to attend.

(*iv*) Community living and common messing should be insisted upon in these training camps. Essential amenities should also be ensured.

(*v*) Where the attendance is found to be very low, $1\frac{1}{2}$ times or even double the required number of members should be invited for each course so as to ensure that at least the required number will attend.

(*vi*) District and Block Level Officers and where the Training Centre is located at the Divisional Headquarters, the Divisional Officers of the Development Departments, particularly those pertaining to the Agricultural Department, should be invited by turn to these training camps to ensure that 2 or 3 officers of this category attend each camp for 1 or 2 days. One B.D.O. by turn should also participate in each training camp for the entire duration.

(*vii*) The Informal Consultative Committee at the State level and its training sub-committee as also the Zilla Parishad should be fully brought into the picture so far as this training programme is concerned.

Training of Sarpanches

6.3 It was agreed that the training of sarpanches and that of members of Block Development Committees/Block Panchayat Samitis should be conducted separately. Where, however, a substantial number of sarpanches

are members of Block Development Committees/Block Panchayat Samitis, they may, after completion of the B.D.C. Member's training, be retained at the Training Centre for an additional period of 3 or 4 days for receiving training in matters connected with Panchayats.

6.4 As several States felt that the limit of Re. 1 per day per head laid down at the Mysore Coference was inadequate, it was agreed that the State Governments should be allowed to spend up to Rs. 1/8/- per head per day from the block budget on food and miscellaneous expenses.

Training of Gram Sahayaks

6.5 The Conference recommended that the training of Gram Sahayaks in the 4th year also should continue in the same group of subjects as before, *i.e.*, Agriculture, Animal Husbandry, Minor Irrigation, Cooperation and the new role of Panchayats.

6.6 It was emphasised that the training of Gram Sahayakas should be so organised as to provide a forum for exchange of experiences and mutual discussion. Also the programme for each camp should be made as practical as possible, it should mostly include items pertinent to the villages from where the trainees come, particularly in the sector of agriculture.

Higher Training of Selected Gram Sahayaks

6.7 It was agreed that those States which have not yet formulated their schemes for higher training for selected Gram Sahayaks, should take early steps in the matter.

6.8 In addition to Agricultural Colleges, Extension Training Centres should also be utilised for imparting this training. If this is done, the slected Gram Sahayaks will not have to go very far from their home districts and the expenditure on travel will also be reduced. The Coneference felt that at least 50 per cent of the travel expenses of a slected Gram Sahayaks, should be borne by himself as a token of his keenness to receive the higher training; the balance may be allowed to be paid out of the block budget, at the discretion the State Government.

Training of Village Women

6.9 It was recommended that the States should expedite formulation of their schemes on the lines already adopted in Rajasthan and Uttar Pradesh.

6.10 In addition to the above programme, the Conference felt that short-duration camps of 2 to 5 days should also be conducted to prepare local village women to start some work in every village. These camps will be of the type of Gram Sahayaks Camps and may be called Orientation Training Camps for Gram Sahayaks. An expenditure upto Rs. 1/8/- per day per trainee should be allowed for this purpose from the block budget. It was agreed that the assistance of Women's Organisations such as the "Grameen Mahila Sangh" might be utilised in conducting such camps, wherever possible.

PRODUCTION OF LITERAURE

Agenda Item III (iii)

Production of Literature in Regional Languages :

7.1 As regards production of literature in regional languages, it was agreed that the State Governments will take steps to produce such literature (which may include journals) on their own initiative and based on materials collected by them and that the production cost of such publications will be shared equally by the Centre and the State. The cost of production, referred to above, will not include expenditure on Government staff, but only direct expenditure like cost of stationery, printing, remuneration to authors, etc.

7.2 The emphasis in all these publications must be on strengthening the community development, panchayat and cooperative movements. The language used must be simple. As regards the journals, there shall be no rigidity about their content or size. The sale proceeds of these publications will accrue to State Governments.

Preparation of Manuscripts

7.3 It was agreed that with a view to bringing in more people with varied experience for preparing useful manuscripts material and to ensure that the language is simple, understandable and attractive to villagers, a prize scheme may be initiated under which manuscripts may be called for based on synopses giving the broad outline.

Distribution of Literature

7.4 The services of panchayats and cooperative could be utilised in distribution of literature, especially study kits prepared for the use of non-officials. Apart from study kits, all useful publications brought out by the Centre or the State should also find a place in the Information and Community Centres, where these are functioning, or at the Block Headquarters. In the distribution of literature, the needs of the blocks newly formed and blocks yet to be formed must be kept in view.

7.5 It was agreed that a comprehensive bibliography of books on Community Development and allied subjects published in India or broad should be prepared by the Central Institute of Study & Research in Community Development, Mussoorie.

DISTRICT INSTITUTIONS FOR TRAINING OF PEOPLE AND THEIR REPRESENTATIVES IN BOTH PANCHAYATS AND COOPERATIVES AND OTHER ASSOCIATE ORGANISATIONS

Agenda Item III (iv)

8.1 The Conference agreed that the responsibility for training in cooperation, Panchayat and Community Development should as far as possible vest in one institution in every district.

8.2 While the joint responsibility of the Zilla Parishad and District Cooperative Union was recognised with regard to the training programme, it was stressed that, to the extent possible, non-official institutions should be encouraged and built up to undertake this programme. The Zilla Parishad should in the ultimate pattern, have the same position with regard to the programme as is occupied by the State Government at present. It should be responsible for location and selection of the non-official organisation. All assistance coming from the Centre or the State should be channelised through the Zilla Parishad. All buildings and equipment constructed or purchased out of funds channeled through the Zilla Parishad should belong to the Zilla Parishad and not to the non-official organisation.

8.3 At the same time, the non-official organisation should be left free in the matter of day to day administration of the training programme. The institution should have a Managing Committee of its own which should work under the advice, guidance and direction of a Coordinating Committee consisting of representatives of the Zilla Parishad and the District Cooperative Union and the Training Institution itself. It is not necessary that the Chairman of the Zilla Parishad should be ex-officio, Chairman of this coordinating committee.

8.4 In some parts of the country Cooperative Training is already being conducted by Cooperative Institutions which are financed by a system of compulsory contribution by cooperators to a special education fund. It was agreed that where such Cooperative Institutions have already developed and are functioning satisfactorily, the responsibility for training in Panchayat and Community Development might also be entrusted to them. In other areas where such well-established institutions do not exist, it will be necessary to locate suitable non-official organizations and assist them to build up a training wing for undertaking the training programme in Cooperation, Panchayat and Community Development. Where the Zilla Parishad does not find it possible to locate or select a suitable non-official organization to take up the responsibility for the training programme it may establish its own institution in conjunction with the District Cooperative Union.

8.5 In view of the fact that 50 training centres are already working for the training of B.D.C. Members, the Conference recommended that the phasing of the District Institutions should be 50, 50, 70, 75 and 75 for the 5 years of the Third Plan period.

8.6 As regards financial arrangements, it was felt that as both Panchayat and Cooperation are State subjects, the responsibility for financing

the training programme should ultimately be that of the State Government, the Zilla Parishad, the Panchayats and the Cooperatives. In the initial stage, however, there is a case for the Central Government providing financial assistance for a short-term and on a gradually tapering scale. What this specific period should be and in what exact proportion the expenditure should be borne between the Centre, the State and the local organizations are matters of detail to be settled subsequently.

8.7 A suggestion was made that it would in fact be better to place the burden squarely on the Panchayats and the Cooperatives even from the beginning and then to support them by substantial grants during the first few years, reducing the assistance gradually as and when these institutions are in a position to take up the financial responsibility.

8.8 A provision for an Educational Fund could be made in the Panchayat Act also, somewhat on lines similar to that of the Education Fund for Co-operative Training.

PANCHAYATI RAJ—REVIEW OF PROGRESS—PROBLEMS OF TRANSITION AND PROCEDURE TO IDENTIFY AND SOLVE THEM

Agenda Item IV (a)

9.1 The Conference has noted with satisfaction the progress so far made in respect of Panchayati Raj and hoped that all th States will have implemented the decision of the National Development Council before the end of 1960.

9.2 The responsibility to formulate plans and make decisions vests with the elected authorities, but on this account the responsibilities of Government servants do not in any way decrease. State Governments should issue clear instructions to the Heads of Departments, and through them, to the district officers that they continue to be responsible for assisting the statutory bodies in the formulation of plans and in their implementation, for periodically reviewing the various schemes undertaken by those bodies and for suggesting timely measures for rectifying defects, if any, and for the proper execution of programmes.

9.3 The responsibility for implementation of the decisions of these statutory bodies will devolve essentially on the staff of those bodies under the guidance of district officers.

9.4 At the village level the Secretary/Executive Officer of the Panchayat should be under the control of the Sarpanch. Officials of the Samiti, Zilla Parishad and Government should visit villages, meet the sarpanches and panches and consult them with reference to schemes if any undertaken in their villages and encourage them not only to contribute but also to execute them themselves.

9.5 The V.L.W. should particularly become the friend, philosopher and guide of Panchayats.

9.6 At the block level the B.D.O. must be under the administrative control of the Panchayat Samiti through its President, for purposes of implementing the resolutions of the Standing Committees and of the Panchayat Samiti.

9.7 The President of the Panchayat Samiti may send his views annually on the work and conduct of the B.D.O. to the District Collector for consideration by the Collector while recording his Confidential Report.

9.8 The Extension Officers shall be directly under the control of the B.D.O. and the President shall deal with them only through the B.D.O.

9.9 The B.D.O., and Extension Officers concerned, shall attend the meetings of the Standing Committees and the Panchayats Samiti and furnish correct and complete information and advise on any matter under discussion.

9.10 The B.D.O. shall review the tour diaries of the block level officers once a month and mark a copy of the review to the President of the Samiti.

9.11 Emergency powers shall be exercised by the President of the Panchayat Samiti in consultation with the Block Development Officer.

9.12 All important correspondence with Heads of Departments or the Government should be placed by the B.D.O. before the President who will also have powers to call for any other papers.

9.13 The pivotal position of the Block Development Officer as the Chief Executive Officer of the Panchayat Samiti should be recognised and he should be given administrative control over the block staff.

9.14 Administrative sanctions can be accorded in all cases only after obtaining prior technical approval excepting in the case of schemes of an approved pattern for which no technical approval may be necessary.

9.15 The responsibility of a higher statutory body *vis-a-vis* the statutory bodies over which it exercises supervision should be clearly defined. The higher level formation has to guide and assist the lower bodies, coordinate matters involving more than one lower unit, look after the interest of under-developed units, and in addition undertake directly item of work beyond the capacity of the lower units. Care should be taken to see that the conduct of the higher body does not result in stifling the initiative of the lower bodies.

9.16 The role of the District Officers in Panchayati Raj should be clearly defined. Assistance in the formulation of schemes, technical advice, arrangements regarding supplies required from outside must remain the responsibility of the district officers. They must maintain close technical supervision over the Technical Extension Officers and work generally through the Block Development Officers. Their responsibilities have increased because whatever they were doing by virtue of their authority before, they will now have to convince the elected authorities, carry them along with them and ensure that the programmes are pushed on vigorously. Their justification *vis-a-vis* the organization at lower levels must be judged by the extent they serve them both by advice and by removing difficulties from their path.

9.17 The meetings of the Panchayat Samitis and Zilla Parishads should be, as a rule, open to the general public, and as far as village panchayat meetings are concerned, the villagers should be encouraged to attend these meetings.

9.18 The Conference strongly endorses the need for having qualified accountants for the Block, an adequate audit organisation and also the necessity of making due provision for making surcharges and recovering avoidable losses, if any.

9.19 The question whether the cost of audit should be recovered from the statutory bodies or should be met by the Government has to be left entirely to the State Governments to decide.

9.20 District Officers of concerned development departments should attend the meetings of the Standing Committees and of the Zilla Parishads and the District level and should prepare reviews on the progress of their schemes, achievement of targets etc. and seek the assistance of these bodies.

9.21 District officers should assist the Zilla Parishads in the formulation of district plans with reference to block plans, district sector of the State plans and the normal development schemes of the department.

9.22 District Officers should communicate to the Zilla Parishads their comments on important aspects noticed by them in the implementation of the programme during their tours.

9.23 They should inspect and report on any scheme, project or work concerning them if so required by the Zilla Parishad or its sub-committees.

9.24 They should consult the Zilla Parishad on matters of direct importance like the location of institutions, etc.

9.25 Scheme *like* local development works, village road development cooperative schemes, rural unemployment should be entrusted to the Zilla Parishad/Panchayat Samiti.

9.26 There should be a common engineering service for execution of works of Panchayats, Panchayat Samitis and Zilla Parishads. Such a service can be part of the existing engineering service of the Government.

9.27 There should be a common service in the district for all posts [not borne on Government cadre, to serve the needs of Panchayat, Panchayat Samitis and Zilla Parishads. Recruitment to the posts should be made by a special District Selection Committee constituted for the purpose. Unless there is a district cadre competent candidates may not apply for service in panchayats and panchayat samitis.

9.28 Vertical relationship between the three statutory bodies can be brought about by—

(*i*) organisational link up *e.g.* sarpanches becoming members of Panchayat Samitis and Pradhans of Samitis becoming members of Zilla Parishads;

(*ii*) constituting common cadres for the services of all the three bodies in the district ;

(*iii*) establishing common service agencies as in the case of unified engineering service in Andhra Pradesh ;

(*iv*) Panchayat Samitis exercising powers of approval of schemes, works, etc., of Panchayats over specified limits; and

(*v*) Zilla Parishads and Samitis utilising the Panchayats as the agency for execution of works generally.

9.29 Vertical relationship between the official hierarchy at the three levels may be established by—

(*i*) the Block Development Officer being made an inspecting officer of Panchayats;

(*ii*) the block level officers being made subordinate to the district officers so far as technical guidance and supervision are concerned;

(*iii*) the Block Development Officer being placed under the control of the District Collector; and

(*iv*) the District Collector, after consulting the District Officers and taking into consideration and performance of the Block Development Officer in the various fields of development in the Block, while writing his confidential report.

9.30 Panchayats, Panchayat Samitis and Zilla Parishads should give top most priority to schemes under agricultural production. The Conference believes that with the strengthening of popular institutions at the village, block and district level, and both non-officials and officials playing their respective roles in close cooperation with each other, the results in the coming years will be substantial.

9.31 The problems of Panchayats in a block will naturally come up before their Panchayat Samiti for consideration and as Presidents of Panchayat Samitis are members of Zilla Parishads, problems at the block level will be taken up by them for consideration by the Zilla Parishad. The Development Commissioner should continually keep himself in touch with the Zilla Parishads and the District Collector's discuss their problems at the State Coordination Committee and find solutions for them. He should also meet the Chairman of the Zilla Parishads and Presidents of the Panchayat Samitis from time to time along with the Heads of Departments, discuss things over and settle matters expeditiously.

9.32 The District Collector who is the head of the district administration in his role as the District Development Officer has over-all responsibility in respect of all development programmes including C.D. This should be recognised.

9.33 It has been brought to the notice of the Conference that difficulties have been experienced in respect of certain schemes transferred to Panchayat Samitis for execution on account of the Planning Commission's instructions that while State Governments are free to make adjustments between schemes under the same group, they cannot do so between schemes under different groups falling under the same head of development. If State Governments are permitted to make such adjustments between groups under the same heads of development, these difficulties would be solved and it would help Panchayat Samitis to implement such schemes more expeditiously.

ASSOCIATE ORGANISATIONS—FORMATION, MAINTENANCE AND INCENTIVES

Agenda Item IV (b)

10.1 The Conference agrees with the view that voluntary organisations are required to harness the energies of the people in the village for purposes of development.

10.2 There is need and scope in the villages for organising Mahila Mandals on a voluntary basis. In almost all the States Mahila Mandals have already been organized in some of the villages in blocks——Panchayat Samitis may be requested to encourage the formation of Mahila Mandals in other villages. Those already in existence have been concentrating on sewing and handicrafts. It would be useful if members of Mahila Mandals are trained in fruit growing, and preservation, poultry, kitchen gardening, house keeping and village sanitation, etc. In this respect the State Social Welfare Board can be of assistance.

10.3 In order to guide the Mukhy Sevikas in the establishment of Mahila Mandals and the implementation of programmes of welfare of women and children there should be a Woman Welfare Officer at the State level.

10.4 The Conference is not in favour of separate organisations for Gram Sahayaks. They can join Youth clubs or Young Farmer's clubs.

10.5 Normally the purpose of Youth clubs may include recreational and physical activities and vocational training and organisation for projects.

10.6 The manner in which incentives should be provided should be left to the discretion of the Panchayat Samitis and a suitable provision should also be made in the block budgets for providing such incentives. The Ministry should work out details.

10.7 Representatives of voluntary organisations functioning in that area may be co-opted on the functional sub-committees on Panchayats and Panchayat Samitis.

REVISION OF THE SCHEMATIC BUDGET FOR THE THIRD FIVE-YEAR PLAN WITH A VIEW TO GREATER PROVISION FOR PRODUCTION PROGRAMME

Agenda Item V(a)

11.1 The Conference recommended that the schematic budget need not be changed in any manner but the releases to be made annually of central assistance to the State Governments should be limited to a ceiling so that the total expenditure during the Third Plan period will be limited to 300 crores which is the likely provision for the Community Development Blocks. The central assistance earned by the States during the Third Five-Year Plan which cannot be reimbursed to the States in view of the limited outlay, should be carried forward and made available to the States during the Fourth Plan period.

11.2 The release of central asssistance to the States will depend upon the *pro-rata* amount available for the State subject to the over-all annual State plan ceiling. The release to be made by the State Government to the various blocks will depend upon the actual performance of the block satisfying certain norms of self-help and self-reliance, which will be laid down for this purpose.

11.3 The Conference unanimously agreed that the provision for 'Agricultural development, minor irrigation and land improvement', should be combined, increased and fixed at Rs. 4.5 lakhs. The activities under this head will include also those under Animal Husbandry and Fisheries. This increase will naturally require corresponding reduction under the remaining heads of the schematic budget. In view of the widely varying conditions in the different States and the fact that the schematic budget provides only a nucleus of funds to be supplemented by the financial resources of the States in the various development departments and as these also vary from State to State, the Conference recommended that the manner in which the reduction should be effected under the remaining heads should be left generally to the discreation of the State Governments. In other words the schematic budget will be exhibited as follows :—

SCHEMATIC BUDGET FOR A DEVELOPMENT BLOCK DURING THE FIRST STAGE WITH A CEILING OF RS. 12·00 LAKHS.

Estimated expenditure on a Development Block for a period of five years (This Budget is only intended as a guide and is be adjusted according to local conditions)

(In lakhs of rupees)

Heads 1	Total 2	Recurr-ing 3	Non-recurring 4	Loan 5	Other than loan 6
I. BLOCK HEADQUARTERS—					
(*a*) Personnel	2·60	2·60	—	—	2·60
(*b*) Transport (I Jeep)	0·15	—	0·15	—	0·15
(*c*) Office equipment, furniture etc.	0·15	—	0·15	—	0·15
(*d*) Project Office, Seed Store, Information Center etc. ..	0·25	—	0·25	—	0·25
TOTAL	3·15	2·60	0·55	—	3·15

1	2	3	4	5	6	
II. Agricultural Development including Animal Husbandry and Fisheries, Minor Irrigation and Land Improvement	4·50	—	4·50	3·00	1·50	
III. Rural Arts, Crafts, and Industries	0·65	0·25	0·40	—	0·65	
IV. (A) Health and Rural Sanitation—						
(1) (*a*) Dispensary— recurring expenditure	0·20	0·20	—	—	0·20	
(*b*) Dispensary building ..	0·10	—	0·10	—	0·10	
(*c*) Dispensary equipment	0·10	—	0·10	—	0·10	
(2) Drinking water supply ..	0·50	—	0·50	—	0·50	Less Rs. 60,000 from I & IV
(3) Drainage and sanitation ..	0·25	—	0·25	—	0·25	
TOTAL	1·15	0·20	0·95	—	1·15	
(B) Education	0·60	0·15	0·45	—	0·60	
(C) Social Education (including audio-visual aids and women, youth and childrens programme	0·70	0·40	0·30	—	0·70	
(D) Communications	0·85	—	0·85	—	0·85	
(E) Housing for Project Staff and Rural Housing	1·00	—	1·00	1·00	—	
GRAND TOTAL ..	12·00	3·60	8·40	4·00	8·00	

In making this adjustment, the Conference had no doubt that the State Governments will keep in mind the multipurpose character of the Community Development Programme. It was noted that no reappropriation will be permissible from II—Agricultural Development etc. and no reappropriation will be permitted to I—Block Headquarters.

11.4 The Conference also recommended that separate provision should be made, outside the Rs. 300 crores ceiling, for continued provision during the Third Five-Year Plan period of central assistance for post-stage II blocks on the same basis as for Stage II blocks.

11.5 The Conference further recommended that the existing special arrangements for central assistance during the Second Five Year Plan period of the Central share of what is referred to as "Committed expenditure" of Stage I and Stage II blocks should continue during the Third Five-Year Plan period also and that formal additional provision may be made in the Plan Budget accordingly. The Conference was of the view that it is desirable that this provision be not referred to as "non-plan" expenditure.

FINANCIAL ASSISTANCE TO JOINT COOPERATIVE FARMING SOCIETIES OUT OF THE SCHEMATIC BUDGET

Agenda Item V(b)

12.1. The Conference unanimously recommended that while separate arrangements to meet the long-term credit needs of the 3,200 pilot Cooperative Joint Farming Societies to be started will be made, applications for financial and other assistance from other Cooperative Joint Farming Societies should receive priority over inidividual applications for assistance from block funds subject to the following conditions :—

A Cooperative Joint Farming Society in order to be eligible to this preferential treatment, should have at least two-thirds of its members persons holding as owners or tenants, landless than the prescribed limit, or landless labourers. Each State Government should fix the prescribed limits so as to limit it to marginal and sub-marginal cultivators.

12.2 Regarding the suggestion that a revised procedure for sanction of loans from out of the block budget for the Cooperative Joint Farming Societies be drawn up, the Conference, while agreeing to the need for such a revision, felt that it will not be possible for it to suggest the necessary modifications as they will have to be considered in greater detail with reference to the rules and conditions obtaining in each State. The Conference was, therefore, of the view that this detailed examination should be undertaken by the State Governments concerned in the light of the decisions likely to be taken in the Conference of State Ministers of Cooperation that will be held at Srinagar from the 14th to the 16th of June, 1960.

WEAKER SECTIONS OF THE COMMUNITY

Agenda Item VI

(*a*) Coordination of the welfare schemes of various Ministries at the Block level with a view to providing special assistance to Backward Classes.

(*b*) How to extend the benefit of the programme to the weaker sections of the community?

The Need for Special Attention

13.1 The Conference accepted that there should be no attempt on segregation, but it recognised that special attention had to be paid to the needs of Scheduled Castes, Scheduled Tribes, and weaker sections of the community.

13.2 It was resolved that all Block funds should be so expended that there would always be the consciousness of doing the best possible for the uplift of the weaker sections.

13.3 It was resolved that a sub-committee should be formed at the block level with majority of the members from the weaker sections, for preparing plans of the welfare services for the Scheduled Castes, Scheduled Tribes, and the weaker sections of the village community. It was felt that this would provide additional assurance to the weaker sections, besides giving special attention to their needs.

The Resources

13.4 It was resolved that the special funds, which would be available from the Welfare Department or any other special grants, should be channelised, as far as possible and according to the various stages of development of Democratic Decentralisation in each State, through the Panchayats. These funds should be specifically earmarked and spent on schemes meant for the uplift and welfare of the Scheduled Castes, Scheduled Tribes, and other Backward Sections.

13.5 It was, at the same time, noted that eventually all these funds should be channelised through Panchayat; however, during the period of transition the control over these funds may be kept at the higher level and gradually transferred to the Panchayats. The Block, however, should be the agency for promoting the activities of social welfare of the weaker section of the community.

13.6 It was resolved that for seeing that the funds were effectively spent, the Block Development Officer should be made responsible, and, he might, depending on the circumstances and availability of officers in each State entrust to each officer the task of seeing that the special programme meant for the Scheduled Castes, Scheduled Tribes, and Backward Classes were carried out.

13.7 In view of the fact that most of the State Governments have officers dealing with social welfare, who are available at the District level, it was resolved that such officers should be consulted in formulating and implementing the schemes for the welfare of the weaker sections. Wherever officers

near the Block level existed from the Welfare Department, they should be made the members of the Block team and be placed under the B.D.O. for the special purpose of looking after the welfare programme for Scheduled Castes, Scheduled Tribes, and Backward Classes.

Problems of Giving Loans

13.8 It was resolved that even the present liberal provision of judging credit worthiness by doing away with the landed security be further liberalised by not insisting on any security on the part of two sureties, to overcome the special problem of granting loans to the members of the Scheduled Castes, Scheduled Tribes, and other Backward Classes.

Need for Two Schedules

13.9 It was recommended that in order to emphasise the need and to meet the requirements of Backward Classes, the programmes of the Service Departments be drawn up, as in case of Andhra, according to two schedules. Schedule I should contain all the development plans of the Departments, while Schedule II should comprise those plans included in Schedule I which would benefit mostly the Backward Classes.

Certain Specific Programmes

13.10 It was recommended that certain specific items intimately concerning the disabilities with which the Backward Classes are at present suffering, should be given special attention in order to improve their lot.

13.11 *Housing.*—It should be the endeavour of every state Government either by legislation or by laying aside special lands, to give the rights on the land on which the houses stand to the Scheduled Castes, Scheduled Tribes, and Backward class members. It was, however, recommended that efforts must be made to see that the segregation is avoided in all circumstances. Even where separate colonies are constructed for members of the Backward Classes, efforts must be made to invite the members of other sections to the extent of 10 per cent to utilise the scheme of housing by giving concessions similar to those given to members backward class as incentives.

13.12 *Allotment of Agricultural Land.*—It was recommended that special weightage should be given to members of the Scheduled Castes, Scheduled Tribes, and Backward Classes in the matter of allocation of Sarkari land or other land held by organisations on trust.

13.13 *Schools.*—There should be common schools for all children. No scheme for separate schools for children of the Backward Classes should be introduced.

13.14 *Drinking Water Wells.*—It was recommended that normally well should be so located as to serve both Harijans and others equally; wherever more than one well has been provided in the same village, it is necessary to locate the well near the localities where members of Backward Classes reside.

13.15 *Arts and Crafts.*—It was recommended that the emphasis should be laid on improvement in techniques and removing all unwholesome features of an occupation wherever they exist, always bearing in mind, at the same time, the possibilities and potentialities of a market. The selection of the craft should be governed by the market requirements, aptitudes and factors leading to proper training and equipping the artisans.

P.E.O's REPORT

Agenda Item VII

14.1 As the number of blocks studied was only 18 out of a total of 2,500 in the country and as even this did not constitute an adequate and proper statistical sample, the Conference agreed that the title of Chapter I be changed to read "Current Evaluation Study of 18 Selected Blocks" so as more prominently to bring out the limited nature of the evaluation and the consequent need for great care in drawing inferences of general applicability to the programme as a whole from this study. The Conference also took note of the fact that even the selection of these 18 blocks was not made on any scientific manner. The Conference further recommended that in making evaluations even on a small scale, attempts must be made by the P.E.O. to relate the evaluation to the All India Picture.

14.2 The Conference took note of certain statements which were likely to be misinterpreted, and the Chairman of the P.E.O. agreed to consider suitable changes in the relevant portions of the Report. These related to certain paragraphs under the head Agriculture, Health, Education, Democratic decentralisation, Cooperatives, etc., The Conference also took note of the observation of the Chairman of the P.E.O. that he would also include as part of the final report, copies of the questionnaires on the basis of which the surveys were undertaken. This is very important for a correct understanding of the report.

14.3 The Conference agreed that if the P.E.O. were to give to the Ministry of C.D. & C the specification of the data which they would normally require in respect of the blocks, arrangements could be made for making the data available to the extent possible.

14.4 The Conference further recommended that in addition to the percentage, variation being mentioned in the report, it would be more useful for a comparative study if absolute figures are also furnished.

14.5 The Conference also recommended that while evaluating specific programmes, the scope for which may be highly variable among bolcks, the P.E.O. should find out from the rural people, block and other authorities whether such a programme would be possible and significant for the area under study, and whether in fact the block plan contains provision for such a programme during the period under study.

14.6 The Conference agreed that some basis should be evolved to have an index of agricultural production at the block level and recommended that this question may be examined in greater detail by the Ministry of Food and Agriculture, in consultation with the Central Statistical Organisation, Ministry of C.D. & C. and the P.E.O.

14.7 The Conference also recommended that where difficulties have been caused by non-uniform nomenclatures (*e.g.* Community Centres) it is desirable that such cases should be located and precise definitions evolved.

14.8 With a view to avoiding any misunderstanding being caused in the minds of the public as a result of the Report of the P.E.O., the Conference

recommended that the draft report of the P.E.O. must be sent in time, say a month or so ahead of the Annual Conference to the Ministry of C.D. & C. and State Governments so that an agenda paper can be drawn up for discussion of the report at the Annual Conference on Community Development enabling the P.E.O. to finalise their report and print and release it after the discussion at the Annual Conference.

14.9 In view of the regular increase in the number of blocks, and in view of the ushering in of Panchayati Raj over the whole country during the next few years, requiring a change in the nature of evaluation undertaken by the P.E.O., the Conference recommended that it will be necessary to set up Evaluation Units at the State level as part of the State Government's Planning Organisation. Each State Government Unit will be directly linked to the Central Unit of the P.E.O. in a Federal structure and should, in association with the Zilla Parishads, evaluate the programme at the State level on the basis of which the Central Unit of the P.E.O. should make an assessment of the programme at the National level. For a proper evaluation of the programme, it would be necessary for the local authorities at the block level to have adequate statistical information useful for both the State Governments and the Central Government. As such information will also be required for the Administration Reports of the various local authorities, the statements which may be maintained, will have to be very carefully evolved.

14.10 As the duties to be performed by the P.E.O. are set out at present in rather general terms and as there is a large gap between what the organisation might thereby be expected to do, and what it can possibly do with the staff at its disposal and as the remedy for this defect has to be sought in the light of the wider considerations set out in the paragraph above, Conference recommended that a Special Committee of adequate authority be appointed by the Government of India early to go into the whole question of reorganising and strengthening the P.E.O. so as to be adequate and suitable for the requirements of the Third Plan period, more particularly in the context of evolution of Panchayati Raj.

14.11 The Conference considers the "Case Study on Panchayats and Cooperatives" and the note on "some aspects of Rural Unemployment" very useful. The Conference also took note of the study of rabi campaign. This study was undertaken at the request of the Food Ministry and at the instance of the C. D. Ministry.

REFERENCE TO PARTS OF THE REPORT REQUIRING CONSIDERATION BY P.E.O. (VIDE PARA 14.2)

1. Chapter I to be named "Current evaluation study of 18 selected blocks."
2. In Table 1.1 a statement to be given on the extent of cultivable waste.
3. To check up and correct the remarks in paras 2.5.3 and 2.5.7 as also the entries relating to Kalayarkoil Block (in Table 1.3) as the figures and the remarks do not relate to Kalayarkoil Block of Ramanathpuram district.
4. Modification of the last sentence of paragraph 6.2.1.
5. To change the wording in paras 6.3.4 and 12.6.3 of the phase "Provision of scavanging facilities".
6. Adding a sentence in paragraph 12.6.7 and 6.7.1. indicating the present policy regarding maternity and child welfare centres being an integral part of primary health centres and sub-centres.
7. Corrections to be carried out by the P.E.O. in the section on Education and in the summary arising out of Table 1.7 on page 43 where the school going population has been taken to include the age group 5 to 14 years instead of 6 to 11 years.
8. Para 8.8.1—In 3rd sentence delete "as it ought to be".
9. To check up the figures given in Table 1.9 relating to Mohammed Bazar Block of West Bengal State.
10. Recasting of the last sentence of para 9.5.4
11. Recasting the sentence in para 10.1.1 and following paragraphs in the whole section and in the summary regarding the distinction between credit and multipurpose societies making it clear that there is in reality no distinction between the two.
12. In paragraph 12.10.1 deleting the portion "are numerically the least important and "in the penultimate sentence, as also at appropriate places in the main report.
13. Deletion of the last sentence in para 12.10.4, as also in the appropriate places in the main report.
14. Recasting of the paragraph 12.11.6 and similarly 11.4.6 regarding people's attitude towards C. D.

YOUTH PROGRAMME

Agenda Item VIII(a)

Review of the Progress of Youth Organisations in Various States

15.1 The general impression on the progress of youth organisations in States was that attempt made to implement the decisions of the earlier Conferences has not yielded satisfactory results. There was a lack of coordination. A cadre of youth leaders and workers has not come into existence. The Conference felt that the programme should be developed broadly on the following lines, with adjustments to meet local conditions.

The Need for Change in Emphasis and Approach

15.2 It was resolved that in the youth programme emphasis should be given to (*a*) group competitive pursuits, (*b*) spontaneous creative expression and (*c*) recognition of merit. It was felt that the programme of youth should be for the youth and by the youth, who should be encouraged to formulate their own activities. The elders should assist and guide them to develop on right lines.

15.3 *Group Competitive Pursuit.*—To maintain the interest of youth, it was felt necessary to provide opportunities of healthy competition. Competitions based on team and group games should be so organised as to develop the spirit of comraderes and citizenship. The effort should be to promote cooperation among youth rather than unhealthy rivalry.

15.4 *Spontaneous Creative Expression.*—To ensure and hold the interest of youth, the programme should offer opportunities for creative expression through games, sports, outdoor life, cultural and social activities. A programme of economic development and social service should be introduced only at a later stage when youth organisations have developed firm roots. Even then youth should be involved in the village programme of economic development gradually.

15.5 *Recognition of Achievement.*—Youth desires that its activities should be noticed and recognised. It was felt that opportunities of recognition should be provided through the organisations of Youth Festivals (Yuvak Melas) at the village, the Block, the District and the State levels. Each village should have youth groups interested in sports, games, social and cultural activities and organise village competitions on the days of traditional festivals. At this festival, competitions of games, sports, music, folk dance and folk songs and other social and cultural activities should be held and prizes awarded. The Panchayat should assume responsibility in organising these festivals. There should be similar festivals organised at Block, District and State levels each of which should be based on the competitions held at the next lower level by permitting the persons successful in the lower competitions only to participate as representatives of their village, Block or District as the case may be. The organisation of these festivals should be the responsibility of the Block Samities, the Zilla Parishad or the State Government.

15.6 For purposes of organising the youth programme, the youth should be divided broadly into 3 age groups, namely children between 5—11, youth in the age group 12—18 and age group 18—25 years. There is no need for

separate clubs in respect of young children in the age group 5—11. For the other two groups, it was felt that there should be separate clubs for boys and girls.

15.7 While the organisation of the youth programme should be done mainly through non-official agencies like youth clubs, this work should be organised at the village level by the Panchayat, at the Block level by the Panchayat Samiti or the Block Development Committee and at the District level by the District Development Council or such appropriate authority as may be decided by the State Governments. At the State level this work would be handled by the State Development Committee or a Committee set up for the purpose by the State Development Committee. The Development Commissioner should have the assistance of a separate officer under him for the promotion of the youth programme in the State who could be appropriately designated the Director of Youth Programmes.

15.8 Apart from the organisation of the annual youth festivals at the village, District and State levels as mentioned above, it should be the responsibility of these organisations to organise Youth Clubs from the village upwards. Each Panchayat should be required to constitute a Committee comprising of not only Sarpanches and one or two Panches but also the Village Youth Leaders, the Gram Sevak and the representatives of the Village Mahila Mandal for organising youth activities in the village.

15.9 It was resolved that a special programme of training of youth leaders for the age groups 12—18 and 18—25 should be organised at the Block through camps of 5 to 10 days duration. It was recommended that special training should be imparted to those who conduct the youth leaders training camps. The Central Government should assist in the conduct of such training camps.

15.10 It is desirable that selected, Youth Leaders should be taken on educational tours to visit places of interest beginning with the Block, the District, the State and the country as a whole so that they may be able to appreciate the position of their village as also the activities of the youth organisation in the broader prospective of the country's planned effort.

15.11 It was noted that there were at present many agencies dealing with youth programmes resulting in duplication of effort, confusion and conflict of ideas and objectives and that there is urgent need for establishing an effective machinery for coordination of youth programme at the State level. The Community Development Department in each State should as certain the various authorities handling youth activities in the State and arrange to coordinate those activities with a clear definition of the part to be played by different Departments, *e.g.*, Department of Education, Panchayats, Social Welfare etc., as also of non-official organisations like Bharat Scouts and Guides, Bharat Yuvak Samaj, etc.

15.12 It was recommended that the following ways and means be explored for securing the finances required by the youth organisations—

(*i*) Pooling of resources provided for the youth programme in the budgets of the Education, C.D. and Social Welfare Departments and the Block administration.

(*ii*) Separation of the provision made in the Social Education budget into two distinct heads 'Adults' and 'Youth' providing additional funds for youth programmes.

(*iii*) Panchayats to make a suitable contribution to the youth programme according to their financial position.

(*iv*) Participation by the youth in building up of community assets, the responsibility thereof being made available to the youth organisations, and

(*v*) Voluntary contribution.

15.13 The Conference felt that in order that youth programme should become effective from the village level, the village school teacher should be entrusted with the responsibility of organising youth at the village level whether they are school students or not. The school teachers' role should be that of a promoter of the activities of youth entrusted to him under a coordinated programme. This arrangement may be facilitated if the Village School teacher is placed under the administrative control of the Panchayat. The teacher should be given suitable remuneration for shouldering additional responsibility of organising youth. The curriculum of the teachers training should include a subject on Community Development and the promotion of youth organisations.

15.14 The Social Education Officer should be responsible for organisation of youth at the Block level and for coordinating the activities of the village school teacher in organising village youth programmes.

15.15 Wherever Secondary and High Schools exist in the area, the Physical education Teachers in those schools should also be requested to assist in promoting the formation and development of youth organisations in the rural areas.

CONSIDERATION OF THE NOTE ON THE RECOMMENDATIONS IN THE REPORT OF THE DR. VERRIER ELWIN COMMITTEE

Agenda Item VIII(b)

FUNDAMENTAL APPROACH

Planned Contact

16.1 It was resolved that while accepting that the tribal people should develop along the lines of their own genius, it was necessary to give more attention to the question of "Planned Contact" in the interest of inducing a more vital sense of integration with India as a whole. To enable the tribal people to know much of the rest of the country and to give them opportunities of coming into contact with their fellow citizens outside their own local areas, it was recommended that some adequate amount should be earmarked for sending out (*a*) student parties and (*b*) village leaders, to visit the more important industrial projects, (*e.g.* steel works, hydroelectric schemes), places of cultural and historical interest, State and National Capitals and other national projects of importance; such tours should first be planned within a district, then a State and so on.

16.2 Provision for such excursion should be from the funds provided under Social Services;

16.3 There should be adequate preliminary preparation and follow up of such excursions, so that the fullest benefit might be derived from them;

16.4 The Block Development Committees should work out detailed programmes for this purpose, so that such excursions might be organised on a planned and regular basis.

Educational Scholarships

16.5 It was recommended that one or two particularly talented students from each Block area should be given facilities for pursuing their studies in the best educational initiutions in the country. Scholarships for these students should be awarded strictly and absolutely on the basis of merit.

16·6 Such students should be selected from the age of 14 onwards.

16.7 As there was no specific provision for such scholarships under the special multi-purpose Block scheme, funds should be provided by the Education and/or Social Welfare Department.

Salient Features of the Elwin Committee Report

16.8 It was agreed that the development of tribal areas should be *unifrom* and that all the remaining tribal areas should be covered by special tribal blocks within the Third Five-Year Plan.

16.9 It was accepted that the Home Ministry's contribution should be reduced to Rs. 10 lakhs for future Blocks, in addition to the normal contribution of Rs. 12 lakhs by the Ministry of Community Development & Cooperation.

16.10 It was noted with appreciation that the Home Ministry was likely to provide a sum of Rs. 60 crores for Scheduled Tribes during the Third Five-Year Plan period, out of which Rs. 30 crores would be allotted for the remaining 300 (estimated) special blocks, and that additional funds will be provided for giving Rs. 5 lakhs per Block for Phase II Programme of the existing multi-purpose Blocks (in addition to Rs. 5 lakhs provided by the Ministry of Community Development and Cooperation).

16.11 It was resolved to adopt the criteria as suggested for the selection and demarcation of the tribal blocks in the future, *e.g.*, (*a*) limits of 25,000 population and (*b*) 200 square miles area. It was, however, decided to give the discretion to the State Governments in the selection of the suitable areas for the proposed tribal blocks.

16.12 It was resolved that new Blocks should not be confined to Scheduled and Tribal areas but should cover areas wherever there was a tribal population of at least 55 per cent of the population, provided the overall coverage of each Block should not exceed 25,000 population in an area of 200 square miles.

16.13 The effect of the implementation of the above recommendation in increasing the number of Community Development Blocks was considered. It was felt that the provision made for 200 marginal Blocks in the over-all Plan for expansion was likely to be sufficient to cover the additional Blocks required.

16.14 It was recommended that the existing Community Development Blocks with a population of 66,000 situated in areas where the tribal population was over 55 per cent, should qualify for the grant of Rs. 5 lakhs from the Ministry of Home Affairs while entering the second phase of its development. It was resolved to request the Home Ministry to consider these recommendations sympathetically.

16.15 It was resolved that the regular schematic budget should not be dispensed with altogether, but that it should be as flexible as possible, with provision of powers for ready reappropriation both at the State and District levels. It was recommended that in areas where communications were difficult, particularly in hill areas, the percentage allotment for communications should be increased, if necessary, from 25 per cent to 35 per cent, leaving 40 per cent for schemes for economic development and 25 per cent for social services. It was felt that the original recommendation of 15 per cent for social services and of 25 per cent for communications was inadequate. It was, however, agreed that the details of the schematic budget should be prepared at the State level. At the same time, it was agreed that the priority should be given to agriculture, irrigation, reclamation, soil conservation and drinking water supply.

16.16 It was noted with satisfaction that the Home Ministry hoped to provide Rs. 30 crores for tribal people living outside the special tribal blocks.

16.17 It was recommended that the Block headquarters should be located in the interior , as far as possible.

16.18 It was resolved that the special allowance for workers in the tribal areas should be given both to tribals and non-tribals.

16.19 It was agreed to give orientation training to all levels of workers, to begin with specially to B.D.O., Agriculture Extension Officer and S.E.O. before they were posted to tribal blocks and that training facilities should be expanded immediately for this purpose.

16.20 It was recommended that the State Governments should take necessary measures for guaranteeing the rights of the tribal people in respect of their land and forest and should intimate to the Government of India the specific steps taken in this behalf.

16.21 In addition to the above, it was recommended that existing Blocks (Phase I and Phase II) in tribal areas, other than multipurpose tribal blocks should be provided with additional funds so as to facilitate uniform development of tribal areas. It was recommended that the Home Ministry be requested to consider this question sympathetically.

16.22 It was resolved to sanction funds for the construction of housing of staff and for communications in the pre-extension stage so as to facilitate the programme of development.

16.23 In case of Development Blocks in NEFA and NHTA, it was felt that the consideration be made on the same lines as of special tribal Blocks keeping in view (*a*) extra porvision for communications and social services (*b*) educational tours of youth and village leaders to different parts of the country and scholarship for talented students in the best educational institutions of the country; (c) powers for ready reappropriation of funds at the State and District level. It was, however, felt that the matter should be taken up separately with the Ministry.

ANIMAL HUSBANDRY AND FISHERIES

Agenda Item VIII (c)

(A) ANIMAL HUSBANDRY

Provision of Breeding Bulls

17.1 *Supply of Bulls.*—To make the best possible use of the limited number of bulls available, their issue in blocks should be restricted to a few selected villages at a time, or in areas of Key Village Scheme already located in the Blocks. In order to augument this programme the budgets of Animal Husbandry Departments of each State should make a specific provision in the annual funds for the purchases and supply of bulls on subsidised basis. Wherever possible Panchayats should also augument the efforts of the Blocks by providing funds for the purchase and maintenance of bulls.

17.2 *Maintenance of Bulls.*—Since the Panchayats may not, in the initial stages of their functioning, be able to find the requisite funds for the proper maintenance of bulls, they may be given a subsidy of at least Rs. 30 per month, per bull, to ensure their proper feeding and care.

17.3 *Scrub Bulls.*—In areas where Government bulls are issued, mass castration of all scrub bulls should be undertaken. In other areas for which breeding bulls are not available, castration should be undertaken leaving some good local serviceable bulls as "approved bulls."

17.4 *Issue of Surplus Productive Cows.*—Greater provision and careful selection should be made by the Technical Officers to ensure that only young and productive animals are sent to the States under this scheme.

17.5 *Issue of Surplus Young Calves from Aarey and Harringhate Colonies.*—The Ministry of Food and Agriculture may arrange quotas of such animals on a more rational basis to States to meet their requirements.

17.6 *Provision of Facilities for Breeding by Artificial Insemination Technique.*—More Artificial Insemination Sub-centres, in charge of stockmen, should be opened for covering a larger cattle population. In future, emphasis should be on opening more such units particularly to cover a whole geographical area rather than starting of new A. I. centres. The supply of an auto cycle of scooter to each semen production centre for speedy transportation of semen was considered desirable.

17.7 *Provision of Facilities for Marketing of Livestock and Products.*—The State Governments should purchase in order to meet its requirements, all bulls, bullocks, milch cattle etc. as far as possible from areas within the State; and purchases from outside should only be made after local resources have been fully exploited. To ensure a better return for livestock owners and prevent their exploitation by middlemen, it was necessary to constitute regulated markets for cattle at suitable centres by applying the Regulated Market Act, after suitable ammendment.

17.8 *Feed and Fodder Development.*—Greater use should be made of the existing facilities in Gosadans and Goshalas in different States for the maintenance and care of unproductive and useless animals.

17.9 The Conference strongly recommended that production of seeds of improved Grasses, root cuttings, etc. should be taken up in small areas in all Government cattle breeding farms, dairy farms, agricultural farms and the seed multiplication farms that are being opened in blocks. Selected farmers should also be encouraged to take up production of grass seeds etc.

17.10 Procurement and supply of grass seeds and root cutting to farmers, village panchayats, cooperative societies, etc., on a subsidised basis should be arranged in time.

Poultry Development

17.11 *Multiplication of Poultry Like the Seed Farms.*—It was noted tha though the position regarding supply of poultry, breeding stock, hatching eggs, etc., has greatly improved, yet it is falling short of demand. While the Department should assume responsibility for establishment of State, Regional and District Poulty Breeding Farms to provide breeding stock, hatching eggs, etc., below the Distric level the work should be handled by private traders only. As a preliminary, poultry extension work needs to be taken up more intensively in selected pockets in each block. Visits of poultry breeders to the poultry farms or the Poultry Extension Centres should be arranged as part of the Extension Programme in order to show them better methods of poultry management.

17.12 *Prevention of Losses from Poultry Diseases.*—The Block staff should carry out extension publicity for effective vaccination of poultry against the major epidemics.

17.13 *Credit Facilities for the Purchase of Chicks and Poultry Equipment.*—Loans for poultry development should be given from the block budget like loans for other agricultural purposes.

17.14 *Lack of Marketing Facilities for Eggs and Chickens.*—In the initial stages, marketing of poultry and eggs could be arranged along with the Milk Supply Scheme by organising poultry producers cooperative societies.

17.15 *Availability of Feed Supplements.*—Supply of balanced mixture and feed supplement may be arranged at no profit no loss basis through all Government poultry farms and Poultry Extension Centres and some revolving fund for this should be provided.

(B) FISHERIES

17.16 The conference noted the inadequacy of this important aspect of food production in block areas, and recommended that suitable steps should be taken to give an added impetus to this programme.

17.17 *Schematic Budget and Staffing Pattern.*—Instead of making a separate provision for 'Fisheries' in the schematic budget, it is enough if 'Fisheries' is mentioned along with agriculture, and animal husbandry, under the new head "Agriculture and Land Improvement" so that in such blocks where thereare facilities for fish culture, funds will be made available for this purpose.

17.18 In respect of the staffing pattern the proposal to appoint Extension Officer (Finsheries) in lieu of Extension Officer (Animal Husbandry) was not desirable, and that in such blocks where there is potentiality, a separate

Extension Officer (Fisheries) should be appointed, and the cost involved may be meted out of the savings under personnel for the whole State.

17.19 *Fishery Rights in Tanks.*—In order to remove the conflicting jurisdiction of fishery rights in tanks and ponds, the Panchayats should be entrusted with the fisheries rights in small tanks and ponds as early as possible, and that fisheries development in medium and major irrigation works should be handled by the Fisheries Department which will develop the fisheries in such waters, and subsequently arrange for their exploitation preferably through fishermen's cooperative societies.

17.20 *Fish Seed Production Farms and Fish Culture Facilities.*—To intensify the fishery development work in Blocks, the following steps are suggested:

17.21 In States which are deficit in fish seed, a fish farm with nursery, rearing and stocking ponds, with a total of 25 to 50 acres of water spread should be established in centres covering two or three districts. In these farms sufficient brood stock should be maintained for production of fish seed by natural and induced methods of breeding. In the States which are already producing enough of fish seed, the objective of setting up fish seed production farms in each block should be kept in view.

17.22 In blocks where there are facilities for fish culture, fish fry nursery farms, of 5 to 10 acres should be established for rearing of fish fry, prior to distribution and stocking.

17.23 Adequate equipment, for fish culture service facilities, should be made available at regional and district level to be given on hire purchase to indenting Panchayats or fishermen cooperative societies. Arrangements for providing the above facilities for intensifying fish culture work in the blocks should be made through the budget of the Fisheries Department of the States in view of the limited funds that could be available for this purpose out of block budget.

17.24 Training programme for Gram Sevaks and Gram Sahayaks, should be organised in selected block areas. The Extension Units set up by the Ministry of Food and Agriculture which have already carried out training programme should be fully utilised for this purpose.

17.25 Fish production programme should form part of the over-all agricultural production programme to involve utilization of surplus manpower resources in block areas and also building up of community assets.

17.26 The experience gained by UNICEF Scheme for providing poultry, fish and milk to school children now operating in the three States of Orissa, Andhra and U.P. may be available to the other States.

APPENDICES

1. Message from the Deputy Chairman, Planning Commission.

2. Inaugural Address by the Prime Minister, Jammu and Kashmir.

3. Speech at the inaugural session by Minister for Community Development and Cooperation. (*Summary*)

4. Concluding speech by Minister for Community Development and Cooperation. (*Summary*)

5. Summary of the Main Recommendations and Conclusions.

MESSAGE FROM SHRI V. T. KRISHNAMACHARI DEPUTY CHAIRMAN, PLANNING COMMISSION

"I am sorry that owing to engagements in Delhi I am unable for the first time to take part in the Development Commissioners Conference. I send my best wishes for the success of the Conference. If I may make a suggestion, I would like this Conference to consider in a detailed way, the steps needed to prepare village plans and link up credit with them. The main emphasis in these village plans should be on the utilisation of the man-power resources of the countryside for agricultural production and for the provision of village amenities.

It is evident that the success of all our Five-Year Plans will depend entirely on our being able to increase agricultural production. We should endeavour to meet all our needs in food grains and in addition produce long staple cotton, oilseeds and pepper which we can export.

I am sure that if we organise village cooperatives, panchayats and practise scientific agricultural methods and the latest techniques, which is the main object of the C. D. Programme, we shall solve the food problem of India."

INAUGURAL ADDRESS BY BAKSHI GULAM MOHAMMAD, PRIME MINISTER OF JAMMU & KASHMIR, AT THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT ON JUNE 6, 1960

Mr. Dey, Mr. Shriman Narayan, Development Commissioners, other delegates and friends, I am thankful to Mr. Dey for holding the Annual Conference of Community Development in Kashmir. On behalf of myself, the people and Government of Kashmir, I offer you a cordial welcome. I regret the inconvenience which you might have experienced here. Kashmir being a small State cannot offer you the facilities and advantages which the bigger States of India must have provided you on earlier occasions. But I assure you that I welcome you from my heart and offer you my sincerest welcome. I can assure you that my heart will always be with you in your work as well as in your difficulties which you might encounter during your short stay here.

Leaders, Administrators and technicians who have assembled here have had years of experience and grinding behind them. I cannot, therefore, say anything startling in such an august Assembly but there are a few things which I have to place before you regarding this great movement of community development. I have nothing new to say nor anything great to add but I have my point of view which I would like to place before this house for your very kind consideration. In India right from Jawaharlal Ji to the most obscure small man in the village corner of our country is trying to build a welfare state in the country. It was Mahatama Gandhi, the father of the Nation who had given us this dream. He had promised food to every person, a roof to cover the heads of every family, education to the children and clothing and health to all. This is what he had placed as a dream before every one of us. There cannot be anything better than this picture of India which we have painted for us. No Ism, be it Communism or Socialism is better than Gandhism. Gandhiji and Congress fought the battle of independence in order that this picture of peaceful and prosperous India may become a reality for the millions of Indians.

By offering great sacrifices, Gandhiji won political independence for us. Since then everyone in India is politically free and is a proud citizen of a free Republic. But economically we are still very backward. There is a very small percentage of people who are aware of economic independence. Outside this small group, there is lot of struggle going on for attaining a self-respecting economic status. This struggle has not yet ended and there are many a battle of this struggle to be fought. Unless India is economically free, its political independence is incomplete. The decisions that you will have to take in this Conference will effect the 35 crores people of this country who live in lakhs of villages. You have by your deliberate policies to raise their standard of living and to put them on a pedestal of economic self-sufficiency. This cannot be done by issuing Departmental circulars or gazette notifications or by the instructions of the Planning Commission. No country has achieved its economic independence by means of official orders and gazettes. We should, therefore, realise that our objective is not secured merely by issuing official orders.

I have seen your Agenda and it definitely contains many important points which need to be considered in detail. Their proper handling would lead to an era of peace and prosperity. But ushering in of such an era requires sustained and intensive work. You cannot, therefore, treat community development as a departmental work like the work which the other departments like Education, Police, Electricity, etc. discharge. With such a departmental approach we will not be able to proceed any further. The community development work if it has to succeed and if it is to mean the ushering in of the new era will have to be treated and worked like a movement, like the one which Mahatama Gandhi initiated and organised in this country. The Development Commissioners who have gathered here have, therefore, a very great responsibility for building up a movement of that type. It can only be in the shape of a strong people's movement that the real essence of the community development will be able to reach the people of India who reside in far-flung villages.

Friends, my second point of appeal to you is that since every one of you will have to work in the image of Jawaharlal Nehru to rebuild this Nation, you will have to work with a great zeal. The future cannot be built unless you are possessed by a passion. Once you are inspired by such a passion, then the six points of Mahatama Gandhi's constructive programme are not difficult to achieve. In this context I would also like to sound a note of caution that the problem of food however immediate, pressing and important, it may be, cannot be treated as the sole problem of India's economic development. Nothing will be achieved by mere increase of agricultural production unless it leads to a complete change in the way of living of our crores of villagers. The main point is how community development will enable the farmers to raise their standard of life. People living in villages should be able to enjoy all facilities and advantages which a scientific age has made possible of realisation and this will be possible only when every one of the farmers is inspired by a cause and guided by a burning passion to increase his income and use it for the general development and welfare of the whole community.

The Indians farmer is a man of meagre resources and means. The farmer has a few kanals of land, a few trees, a well and a pair of bullocks. This is all his Kingdom and his wherewithal to build life anew. Unless you, who are incharge of community development, teach and inspire him to make the maximum use of his small piece of land and use his limited means to the maximum advantage, he will not be able to be of any assistance to himself or to his community. This can be done if you put your heart in the real task of community development which cannot be attained by issue of office orders. You shall have to go to the field. It is out of his four trees that the farmer has to earn 10 times more than what he is getting from them today. He cannot have 8 extra trees to raise his income. He will perforce have to learn to grow four times more from out of those four trees that he owns. This is a cardinal point and needs to be borne in mind while workin out any plan for his advancement, growth or development.

We have a large number of cattle in this country—much larger than many countries. But the animals which we have are not of much value. Here is a source which, if properly reared and looked after can become a great asset for this country. This again can be undertaken by the community development movement.

The things which I have narrated above can be achieved if the farmer is convinced that the community development movement is meant for his welfare and for his benefit. This task will be achieved not by broadcasting the speeches made by Shri Jawaharlal or by the memoranda issued by the Planning Commission or the orders ably drafted by Mr. Dey. However, inspiring these speeches may be however logical these official orders, they will not be able to reach the heart of the farmer. You will, therefore, have to devise a means of approach to the farmers. This approach will have to be a human approach since it is a human problems that you will be tackling. If anyone thinks that he can increase agricultural production merely by making available the necessary wherewithals for improved agriculture, then he is mistaken. However scientific and correct the wherewithals may be they will not yield an ounce of wheat extra unless these are used by a farmer who is thrilled by a cause and inspired by a new message. Welfare State without such an approach will remain a wild cry. It therefore demands that a new approach, a human approach should precede all the programmes in the field.

Today, when we look at the picture of an Indian farmer we find it to be a a very pathetic one. Though the Indian farmer lives as a political citizen in a Welfare State, yet he does not get good drinking water. There are many villages even now where the farmer has to walk long distances to get a bucket of pure drinking water. Our peasants still live in huts. They have no sanitation or communications worth the name. The problems are so many and so vast that if the entire budget of community development is spent on digging wells in the villages it will require over Rs. 300 crores. There are many more problems akin to this one which would need many more crores. However rich a Government may be, it cannot afford to make available such a big amount for rural development.

Better agriculture, better horticulture, supply of improved seeds, fertilisers and scientific implements have to be furnished to the farmers. But this can be done only when the officers incharge of this programme work hard and struggle passionately to help in building up the resources necessary for the country's development. Gandhiji's soul will be happy the day you devote yourself to help the cause of the downtrodden, the peasant, the struggling mankind in the Indian villages. The task of rural development in the manner that I have tried to explain would require building up of an organisation, working out of plans and detailing of targets. Panchayati Raj is the most important thing which we have to develop in our country. Today, we have indeed most of the ingredients of Panchayati Raj in the Parliament that we have in Delhi and the Legislatures which exist in the States. Yet the very important linking is still missing and this could be found only in building up Panchayati institutions in levels below the State Government. Unless and until rural panchayats are set up in the villages of India, the foundation of democracy in this country will remain weak. Establishment of Panchayats would entail transfer of real power to the villages. But here again I would like to caution you by saying that mere generous distribution of rights will never build up a sound democracy. Rights are demanded today by every citizen. What is more important is that along with the rights the obligations which the people have to discharge towards the community must also to be emphasised and impressed on the conscience of the people.

Indeed great things are taking place in the country. Big industries are coming up, multipurpose projects have been constructed, social services

have been organised and a net-work of educational institutions set up. Many more spectacular items of development are under way. These are having their impact on big cities and towns. Perhaps, it is to some extent being felt in villages as well. But it may be wrong to conclude that the development of rural India can take place merely as a result of these projects. The villages will progress only when community development workers approach the farmers in a way which is understood and appreciated by the farmers. Unless and until the farmer finds in the community development workers an image of himself, he will not respond to any scheme of development. In order to be acceptable to him one has to wear his clothes, speak his language, eat his food and be prepared to live with him in his hut, in the surroundings in which he lives. It is only when one talks to him in his own language that one can influence the farmer. No amount of literature produced to inspire the farmer will work.

Self-sufficiency in food, I am confident, can be achieved. It is not a difficult problem for there are still millions of acres of land which are lying idle and can be brought under the plough. There are millions of gallons of water which are going waste which can be utilised for irrigation. But this will be possible only when a coordinated approach of development is evolved. Our Village Level Workers, Block Development Officers, Development Commissioners, District Collectors, Tehsildars and other Extension Officers will have to pool their knowledge to be utilisde in a coordinated manner in the development and welfare of the farmers.

We have been talking of coordination for sometime past. But still there are many lacuna in our approach. Unless and until the cause of development and the interest of the poor peasantry who form the bulk of the population of this country make all the workers forget the frontiers of their departments and put their heart and soul as well as resources at their disposal together in the cause of the farmer, not much will come out of all the schemes and plans we draw.

Development of the community is primarily a new movement. It requires a new approach to the people. Farmers have so far known only the revenue and police officers. The community development movement has for the first time brought forth a new batch of officers who have a new set of values, and, a different way of work. There assignment demands of them to work as servants of people. If this fundamental is grasped in all its essentials by the new functionaries the country side can be revolutionised. In doing all this we shall have to acquire the attitude of a *Gandhibhagat*. In all our habits and actions we should be far from the picture of the white-coloured officers. Without shedding a drop of blood Gandhiji by means of his devotion and correct approach was able to win freedom for our motherland. We will now have to use the same technique, the same strategy and the same principles in winning our new battle of economic progress and development. The battle for increasing food production can be won only when every fibre of our body is strained to work for the welfare of the farmer. Those who have assembled here are seasoned administrators with years of knowledge and experience behind them. Although I have 30 years of political experience behind me, my administrative experience is only of ten years. I have not much to tell you about working through the governmental machinery. When our farmer find that a new and improved agricultural practice yields better crops he learns everything of it and tries to apply it to his small farm. Demonstration is therefore the best means

of transmitting knowledge and new techniques to the Indian farmer. When once a successful demonstration is arranged for him, he works with all his vigour and produces 10 times more than what he could have otherwise done. So the programme of community development in order to be successful would require extensive and effective demonstration of improved methods.

The success of the C.D. programme will thus depend on your capacity to convert it into a movement and in not allowing it to degnerate into just another departmental activity. Human problems need a human approach . Cold-blooded administrative efficiency though it may be good in its own place cannot achieve the results we seek. Since our problems are many and have to be tackled within a short span of time we require a passion to guide us in doing this job. It must also be remembered that it is not more self-sufficiency in food which is being attempted; the entire way of living of India's millions of farmers is to be changed. You are, therefore, incharge of the destinies of 35 crores of people and nearly five and a half lakhs of Indian villages.

The task is vast and it demands great sacrifices from you. May God give you strength and guide you in this great venture. May all your thought and action henceforth be completely devoted to the cause of India. I wish you success. May success smile over your efforts.

"JAI HIND"

SUMMARY OF THE SPEECH OF THE UNION MINISTER FOR COMMUNITY DEVELOPMENT AND COOPERATION, SHRI S. K. DEY, AT THE IN AUGURAL SESSION OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AT SRINAGAR ON JUNE 6, 1960

Giving the genesis of the Srinagar Conference on Community Development, Shri S. K. Dey said that five or six years ago, Jammu and Kashmir had made the panchayat the basic unit of development, and vested it with the responsibility for planning and executing the entire developmental work at village level.

When he went round the villages in the valley, the Minister added, he found great enthusiasm among the people, who had built panchayatghars and fruit nurseries and had utilised every ounce of water for irrigation purposes and every inch of land for cultivation. The Panchayat had also undertaken the responsibility for looking after the programme of education.

The enthusiasm in the countryside in Jammu and Kashmir, according to Shri Dey, was so great that he felt that this experiment should be extended to other parts of India. Indeed it was to the success of the panchayats in Jammu and Kashmir that he ascribed a good deal of his own enthusiasm for delegating increasing responsibilities to the panchayats and the people' institutions at higher levels.

As it was easier to recommend a practice by actual demonstration than to get it implemented by an official mandate, Shri Dey welcomed the opportunity of holding the Conference of Development Commissioners in the valley of Kashmir.

The scheme of Panchayati Raj, according to Shri Dey, had already made significant progress. All the States in India were now committed to its implementation. Rajasthan, Andhra Pradesh, Mysore and Madras had gone ahead. Other States had either already enacted legislation or were in the process of doing so. Andhra Pradesh and Rajasthan, which were ahead of other States in implementing Panchayati Raj, had acquired experiences which could be useful to other States.

Panchayati Raj, the Minister cautioned, should not, however, be considered a *Talisman*. It was necessary to see that proper working relationship was established between the Government organisation and these new representative institutions. There should also be a proper link up between the Panchayat Institutions at various levels from the ground upwards. In this age of sputniks Panchayats could not become self-sufficient sovereign republics.

Shri Dey pointed out the special importance of the present session of the Conference meeting on the eve of the Third Five-Year Plan, which would mark the take-off stage for the country's economy. The C.D. Programme, the Minister added, was an integral part of the Plan, and it was necessary that the deliberations of the Conference should be in tune with the thinking

behind the Third Five-Year Plan. It was also important to ascertain whether or not a revision of the block budgetary pattern was warranted to reflect a greater emphasis on food production.

The agenda items of this year's Conference, Shri Dey said, were only a few, and did not include subjects like Education, Public Health, Communications, etc. This had been done deliberately because some items, such as construction of panchayatghars, hospitals, schools roads, or study centres could now be easily left to the statutory institutions. They could take care of these items wihtout putting any burden on the Government organisation, except, of course, in the form of technical advice regarding designs, supplies and materials, etc.

The Annual Conferences in previous years, he added, had discussed the minimum programme in every field of activity. This was implemented by the States. But the progress in its implementation had not been uniform in all the States. Some States were more successful than others. This Conference, he hoped, would discuss factors which were responsibile for success in some of the States, so that others could also profit from their experience. What would thus emerge from these discussions would be an action programme, and not a mere paper programme.

During the past eight years, Shri Dey observed, the C. D. Programme had functioned as a multipurpose programme, embracing public health, communications, education, irrigation, improved methods of agriculture, industry, etc. As the various facets of development were indivisible, it was necessary that the programme retained its multipurpose character in future also. A lot of work had been done in many fields of development with the nucleus provision in the C.D. budget and with the assistance of various departments. But enough had not yet been done in the field of food production. Democracy in India would be judged in the ultimate analysis, the Minister maintained, by the extent to which the country was able to accelerate food production, so that every one in this country had plenty to eat. The standard of living of the people must also be raised by ensuring for them better houses to live in, more clothing and other amenities.

Shri Dey advocated the drawing up of two agricultural production programmes for each block, one which could be implemented by the cultivators independently of the Government agency, and the other, which could be executed by them with State assistance. The people's institutions, *e.g.*, cooperatives should take care of supplies, services and credit facilities, leaving the Agriculture Department free to devote its entire attention to the provision of technical advice. Panchayats, with the help of the C.D. organisation, should prepare plans of campaigns and for proper mobilisation of the people.

Mobilisation of the people through the village panchayat, the Panchayat Samiti and the Zilla Parishad for increased agricultural production, according to the Minister, was to be accorded the highest priority under the C.D. Programme. Whereas it was easy to mobilise the people for a programme of road construction or school building, it was difficult to mobilise them for agricultural production. The C.D. organisation must bear a special responsibility for harnessing the people's energy for stepping up agricultural production during the Third Five-Year Plan.

It was necessary for the administrative agency, he added, to make common cause with the people's representative institutions which were coming up faster than had been originally anticipated. If non-official members of those new institutions, as also officials engaged in the programme, were given appropriate training, there was a very good chance of our survival as a democracy and as a socialist cooperative commonwealth.

In order to ensure that the Panchayat and other institutions did not develop totalitarian tendencies, it was necessarry to promote voluntary institutions at the village level, and to define clearly the complementary nature of the relationship between the official agency and the people's representatives at different levels from the village to the district. There might be a tendency at the Block Panchayat Samiti level on the part of the Pradhan to imitate the Block Development Officer in mannerism. Because of the respect which a non-official has for the discipline and efficiency of an official, and the authority he tries to exercise that was the first thing he often tried to do. Non-officials, the Minister emphasised, must provide the emotional content of the movement and the dynamic leadership for its success. If a non-official representative of the people starts imitating the official his utility is completely lost.

Referring to the package programme of intensive agricultural development, Shri Dey said that while, owing to shortage of resources, it was not feasible to implement such schemes in every village, results in selected areas would demonstrate what optimum credit, irrigation, improved seeds, pesticides and technical advice could achieve. It might be worthwhile later, the Minister added, to take up similar intensive development programmes in other fields, as a sort of recognition of the good work done by a block panchayat in competition with others in the district. This intensive development programme could embrace such subjects as education, health, communications, etc.

There was a very close relationship between increase in agricultural production and the encouragement of village industries. The relatively inefficient methods of production had to yield place progressively to better methods of production. Agricultural implements and equipment must be transformed, mechanised, improved and modernised. Shri Dey recalled that whenever Prime Minister visited a rural area he felt angry that despite all talks of improved methods of cultivation, modernising the villages etc. it had not yet been possible to replace the most primitive plough by something better. It was indeed a sorry state of affairs. Yet when one thought about it seriously, he found that the problem was not as easy as it looked. The cultivator today used the primitive plough because he had to depend on a primitive artisan to make that and provide replacements of parts when needed.

Elaborating further the problem of village industries, Shri Dey mentioned the competition which these had to withstand against the mass produced machine-made goods. The experience of the 26 pilot projects (industries), according to him, had spotlighted the difficulties in going ahead with the industries programme. The study team, set up to go into these pilot projects, in its report, had made valuable suggestions for promoting village industries. It had pointed out that, if private industries were to be set up in big cities and big centres, there would be a continued exodus of people

from the rural areas to the towns in search of employment, denuding the countryside of leadership, and doing harm also to the agricultural production programme.

Stressing the importance of economic decentralisation, Shri Dey said that decentralisation of administration and of the political institutions was not enough. What was equally important was to decentralise the economic life in the country. It was for the Conference to consider this question of how to bring about economic decentralisation and to find out how best the recommendations of the Study Team on pilot projects could be implemented during the Third Five-Year Plan, notwithstanding the limitation of funds.

The Minister laid great stress on the need for securing the benefits of the programme to economically under-privileged sections of the community in every village, who had to be enabled to walk shoulder to shoulder with the better-off sections. During the last eight years of the programme, facilities in regard to schools, health, drinking water, communications, etc., had been accorded to all in the village, including the weaker sections of the community. Very little had, however, been done to improve the economic life of the under-privileged sections. The V. L. Mehta Committee's report on the supply of credit for credit-worthy purposes to non-credit worthy people, he added, would be examined by the Conference of State Ministers of Cooperation.

One method of ensuring the economic benefits to the weaker sections, according to the Minister, would be to form sub-committees in statutory people's institutions at the district, block and village levels, *i. e.*, the Zilla Parishad, Block Panchayat Samiti and Village Panchayat, charged with the responsibility of looking after their interests.

Shri Dey felt that members of the richer and the privileged sections of the community should also be included in these sub-committees. It was not enough, he said, to have representatives only of the under-privileged in such sub-committees. Revolutions in World History, Shri Dey maintained, had been brought about not by representatives of the poor sections of the community but by members of the richer and privileged strata of society, whose conscience revolted against the inequities of the society. They took up cudgels for the poorer sections of the community. "A poor man does not fight, he is too involved with his poverty. Nor can he provide the leadership. He can line up for a cause. It is only the middle-class or the richer class, that can champion a cause." If, therefore, we were not to try to reverse the course of history, it was necessary that we placed the major responsibility for improving the conditions of the under-privileged sections of the community on the privileged sections at all levels.

Joint cooperative farming which Government proposed to promote and develop, Shri Dey said, was an important measure to help the under-privileged sections of the community. It was only through joint cooperative farming socieities that landless and marginal landholders in the villages could be organised to have collective strength which they lacked individually.

Opposition to joint cooperative farming, Shri Dey said, came from self-styled pseudo-custodians of the people's interests, who realised that if marginal landholders and the landless were organised to take to intensive and improved methods of cultivation and programmes of village and agro-industries, their wages would go up.

Shri Dey also made a reference to the dissipation of energy in the fight between the role of an administrator and that of a specialist. Wherever there was an incompetent administrator, who did not know his job but wished to exercise control by the strength of his position either at the block or elsewhere, there was resistance on the part of the technical departments. Similarly, if the technical functionary was not sound in the knowledge of his subject, he started befooling the people: A good surgeon or a good physician, for instance, in a hospital would always like to be relieved of administrative responsibilities like passing of contingency bills, purchasing of provisions, etc. He would like those functions to be left to the Medical Superintendent so that he could devote all his time and energy on the subject he had specialised in.

The Minister referred to the "new situation" which was arising in countries "around us". Russia, he pointed out, once an extremely backward country, had now grown to be one of the most powerful nations in the world. She has succeeded in doing so by mobilising her people completely without giving them any opprotunity to dissipate energies in self-destructive or wasteful efforts. China was following suit. Quite a number of other countries around India were also treading the same path. Wehther they called it Communism or Socialism and whether we liked it or not were different matters. But it was an inescapable development in those countries because of the logic of the situation. If democracy failed to provide an answer to the question of mobilising people for reconstruction of a country, democracy would have to give in and be replaced by something else. It was, therefore, necessary to think very seriously what really was involved in this programme of community development. "Through Community Development, we are trying to work out a democractic substitute for the totalitarian method of mobilisation of the people. If we do not succeed, democracy will have failed much sooner than we realise", Shri Dey concluded.

A SUMMARY OF THE CONCLUDING SPEECH BY SHRI S. K. DEY, MINISTER FOR COMMUNITY DEVELOPMENT & COOPERATION AT THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT AT SRINAGAR ON JUNE 11, 1960.

In his concluding address, Shri Dey reiterated his earlier statement that the Community Development Programme will ultimately be judged by the extent of its success, through the democratic process, in concentrating on production programme and thereby increasing the wealth of the community. If production did not increase, the funds now being spent on this programme, either from loans from foreign countries or from taxation of the people, would dry up in the near future.

The Minister expressed his satisfaction over the recommendation that funds from the Block budget should be released for amenities in accordance with the performance in production programme every year. That would enable the programme to provide a stimulus for production activities.

The second important point, according to the Minister, was decentralisation. He was confident that those who had reservations in their minds had imbibed something of the optimism radiated by those friends who had gone through the experiences of the Panchayati Raj movement. Andhra Pradesh and Rajasthan had shown how the decision to delegate the powers of planning and implementation of the development programme to the people's elected bodies at village, block and district levels had been justified. It had given the people of those States a confidence in their capacity to do things and shoulder responsibilities. The rest of India could benefit considerably from their experiences.

Shri Dey recalled that eight years and a few months ago, when he was asked by the Prime Minister to draw up this programme, he heard almost exactly the same thing about the officials which he was hearing about non-officials today. Many people were sceptical in those days about Government official's ability to work on a programme like this. But the administrative services, the Minister said, had during the past eight years or more, given an outstanding account of themselves for which he felt proud. Destiny had cast on the administrative agency the primary responsibility of laying the sound foundations of Panchayati Raj. It must make the people's institutions competent enough to take over the burden of development work by making use of the officials as specialists and experts rather than as direct operators. If the States expected the Central Government to serve them properly, it was necessary that the Central Government should be enable to delegate normal and routine responsibilities to the State Governments. Similary, the State Governments could rise in stature only if they were prepared to delegate the authority to people's institutions down below. The Minister pointed out that the Ministry of Community Development and Cooperation had delegated all powers to the State Governments in regard to the programme. Only the person who was not sure how to exercise his power hesitated to delegate his powers to others. One who had faith in himself would have faith in others, the Minister felt.

The greatest malady the country was suffering from today was the diffidence about ourselves and the habit of believing in nagative things. The only way of getting out of this situation was decentralisation of power to the people. It was only through making mistakes and correcting them that one got confidence.

The third important decision of the Conference, according to the Minister, was in regard to the under-privileged section of the community. Unless something was done to help the under-privileged, neither Panchayati Raj nor the production programme, would proceed far ahead. The recommendation of the conference for giving preference in the matter of providing long-term loans from the block budget to the cooperative farming socieities which might also combine processing and other agro-industries, was the commendable first step in this respect.

Commenting on the P.E.O's report, Shri Dey referred to the "unenviable position" of the Chairman of the P. E. O. whose organisation was far too inadeqtate to handle the job in the context of the present expanded programme of C. D. The Minister hoped that the recommendation of the Conference would facilitate the strengthening of the organisation, so that it might render the service for which it was originally ushered in.

Referring to the "struggle" now going on inside the country as well as in other parts of the world, the Minister said that there were three alternatives before India: either there would be a *Sahakari Samaj* (cooperative commonwealth) or a *Sahukar Bazar* (capitalist market) or a *Sarkari Darbar* (Official Court). What exactly this country would turn out to be would be largely determined by how the Community Development Programme moves forward.

Summary of the Main Recommendations and Conclusions of the Annual Conference on Community Development held at Srinagar

Sl. No.	Reference to para of the Main Recommendation	Summary of Recommendations
1	2	3
		AGRICULTURAL PRODUCTION
		Village Production Plans
1	1.1	Village production plans should be attempted with the existing staff and resources.
2	1.2	These plans in the initial stages should be prepared item-wise for a limited number of subjects which could later on be followed by individual family plans.
3	1.3	Village production plans should essentially consist of programmes of self-aid and also requiring outside assistance.
4	1.4	Self-aid programmes will relate to multiplication and distribution of improved seeds, green manuring, composting, use of improved agricultural implements, adoption of improved agricultural practices, fuller utilisation of irrigation facilities and their maintenance, multiple cropping, small land development projects, etc.
5	1.5	Programmes requiring outside assistance should be prepared on the basis of funds, supplies and technical assistance to be made available including the finance available from Cooperative Societies.
6	1·6	The Panchayats will be responsible for the preparation of such plans in collaboration with the Cooperatives, Gram Sahayaks and Extension Workers.
7	1.7	The technical departments will have to arrange for timely and adequate supply and services.
8	1.8	The Extension staff will have to play a very important role both in the preparation and implementation of the village production plans, and thus will have to make more night halts and spend more time in the villages.
		Coordination
9	1.9	Three types of non-coordination were indentified viz. similar types of schemes being implemented by different departments, loans being disbursed by various agencies for similar purposes, and failure in fixing the responsibility between departmental personnel.

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10	1.10	Each State should examine and provide suitable machinery and establish conventions to bring about much needed coordination to avoid duplication of efforts, though of course, the formation of local institutions at the District and Block levels will help in this behalf.
		Mobilisation of Man-power
11	1.11	The Panchayats and Panchayat Samities should accept the responsibility for and work out comprehensive land development schemes based on available un-employed and under-employed labour force and local resources.
12	1.12	The Land Development Schemes may be contour-bunding, levelling terracing, field bunding, drainage, minor irrigation works, local manurial, resources etc.,
13	1.13	The requirements for implementing Land Development Schemes will be: land; material and skill not locally available; skill not locally available but in which local people can be trained; and unskilled labour.
14	1.14	The Panchayats and Cooperatives together with Farmers' Organisations, if any, should fully utilise the unskilled labour, local material and also governmental resources in the execution of such schemes.
15	1.15	Local institutions and extension workers should organise and train the farmers in executing such works.
		Supply and Services
16	1.16	As a general policy, the Cooperatives should take up the responsibility for handling the supply and services functions from the extension staff to relieve them for their legitimate extension work.
		Fertilizers
17	1.17	The State Departments of Agriculture and Cooperative should provide adequate supervision over the distribution of fertilizers by the Cooperatives who will arrange for sufficient number of distribution centres at bullock cart distance. The Cooperative should also provide facilities for obtaining fertilizers by the non-members. The quota of fertilizers allotted to a State to places outside the State should be banned.
		Improved seeds
18	1.18	The Foundation-seed produced at the Block Seed Multiplication Farm should go direct to each village for further multiplication by registered growers selected by the Village Panchayats and Cooperatives. The seed thus multiplied at the village should be stored, sold or exchanged by the Cooperatives. The Agriculture Department should impart necessary training in seed multiplication technique and quality control to the selected members of the Panchayats, Cooperatives and registered growers.
		Plant Protection Equipment and Pesticides
19	1.19	(*i*) While plant protection equipment and pesticides required in an emergency and for demonstration should be handled by the Agriculture Department, their sale to farmers should be undertaken by the Cooperatives.

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		(*ii*) A system should be evolved in which there should not be any time-lag between detection of pest or diseases and their control at village level.
		(*iii*) Agriculture Department should prepare detailed instruction in respect of control-measures against pest and diseases, and the period and situation in which these will have to be undertaken.
		(*iv*) Subsidy of plant protection equipment and pesticides should be continued in addition to the grant of loans.
		Quality of Extension Workers
		Officials
20 21	1.20 & 1.21	Immediate steps should be taken to provide facilities viz. equipment, dairy poultry etc. to the Extension Training Centres, where these are not provided for.
22	1.22	Leave and training reserve should be created and the vacancies of staff should be filled in immediately.
23	1.23	Sufficient incentives may be provided to Instructors by giving them residential accommodation, medical and educational facilities.
24	1.24	The District Collector should invariably meet the V.L.Ws. to discuss the problems of agricultural production.
25	1.25	Selection grade should be created for outstanding V.L.Ws. In addition, V. L. Ws. who have done meritorious work should be eligible for promotion to the post of Block Level Extension Officer and also as B.D.Os. In this connection a plan should be worked out to give V.L.Ws. higher academic training.
26	1.26	The block level overseer should be given orientation training in extension and along with other Extension Officers should be eligible for promotion as B.D.O.
27	1.27	B.D.Os. irrespective of their parent service should be eligible for promotion to the State Administrative Service. On their selection and promotion they would cease their lien in their parent department.
28	1.28	The district level technical staff should be strengthened to provide adequate supervision and guidance at the block level.
		Non-officials
29	1.29	The Panchayat should locate and recommend suitable farmers for their training as Gram Sahayaks. The duration of training should be reduced without detriment to the programme, and audiovisual aids and field demonstrations should be arranged as part of the training programme.
30	1.30	Arrangement should be made for higher training and follow up programmes for the Gram Sahayaks. The courses for higher training should be field oriented. The Ministries of C.D. & C. and Food and Agriculture should examine this question and prepare detailed programmes for such training.
31	1.31	The Gram Sahayaks who are adjudged for their outstanding work in improving agricultural production should be taken out on special Bharat Darshan Tour. A seminar should also be arranged for exchange of views on agricultural problems.

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		Local Manurial Resources
32	1.32	Organic manures should be developed to the fullest extent possible.
33	1.33	*Green Manuring*—Green manuring practices can be introduced on all lands under paddy, wheat, barley and sugarcane within a period of 3 to 4 years.
34	1.34	Green manure seed should be multiplied in the same manner as the main crops. For this 1 ounce packet of green manure seed should be sold to farmers for planting it on the periphery of their fields. This seed can be sown in a few rows in the field itself along with the crop grown. Bulk plantation of waste lands can also be tried through Panchayats, and other non-official agencies. Multiplication of green manure seed should be one of the salient feature of a village production plan.
35	1.35	The State Department of Agriculture should indicate the kind of green manuring crops which can be grown in different areas. In the initial stages the State Governments may guarantee its purchase and as an incentive to farmers may not levy irrigation rates for green manuring.
36	1.36	*Green Leaf Manures*—The Panchayats should be assisted to organise drives to raise plant material for the purpose of green leaf manure. The Agriculture Department should supply the planting material. Field bunds, compost pits and roadsides may be used for such Plantations.
37	1.37	*Farmyard Compost*—The Panchayat should arrange production of farmyard manure for application, at the rate of at least 4 cart-loads of compost to each acre of cultivated land. The compost pits should as far as possible be located in the fields and not near village sites. To begin with, this work should be taken up at least in one village in each Gram Sevak's circle.
38	1.38	*Cow dung Gas Plant*—Before introducing the cow-dung Gas Plant among farmers, it should be established on a pilot basis at each of the Extension Training Centres where its economics should be worked out and carefully demonstrated to farmers.
39	1.39	Fuel plantation on communal lands should be developed to conserve cow-dung as manure with the assistance of the Panchayats and the Agriculture Departments.
40	1.40	*Night Soil Compost*—Night Soil Compost Scheme as outlined by the Food and Agriculture Ministry should be introduced in bigger Panchayats.
41	1.41	The progress achieved in respect of development of local manurial resources should form a vital item of self-aid tests which are being prescribed for conversion of pre-extension blocks into Stage I blocks.
		Improved Agricultural Implements
42	1.42	Popularisation of improved agricultural implements should be taken up as a top priority item of work. These implements should be demonstrated in a systematic manner. The sale of these implements should be subsidised. To begin with propagation of a few well-known improved implements should be taken up and the Agriculture Departments should prescribe

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		the number and type of improved implements keeping in view their cost, the difficulty in their manufacture due to shortage of iron and steel and the need for making maximum impact on agricultural production.
43	1.43	The Ministry of CD & C should take up with the Ministry of F & A and the Ministry of Iron and Steel the question of increasing the agricultural quota of iron and steel and induce them to give top priority for its release. The State Department of Agriculture should ensure proper utilisation of the iron and steel quota allotted to them and draw up a programme for the manufacture of improved implements and select suitable fabricators. The supply and service functions in regard to production and sale of the improved agricultural implements shoudl be handled by the Cooperatives. Where such Cooperatives are not in existence or are not ready to take this work, private fabricators should be encouraged on the condition that they should supply these inplements in the first instance to Cooperatives. The price of implements should be fixed by the Agriculture Department. The manufacture and spread of improved agricultural implements should be closely integrated with the industrial programme of the blocks. The Common Facility Centres envisaged during the Third Five Year Plan and the zonal workshop should provide facilities for repairs and services of agricultural implements. Village artisans should also be trained.
44	1.44	Community awards should be given in the form of improved agricultural implements.
		Intensive Agricultural Development Programme :
45	1.45	Community Development Agency should play a leading role in the execution of intensive agricultural development programmes. The following steps should be taken. (*i*) The Extension Staff in the selected blocks should plan and undertake intensive educational and propaganda drive. (*ii*) All the Block Staff will have to be put through an orientation training. (*iii*) It is necessary to ensure that the additional staff that will be appointed under the scheme is fully integrated with the block organisation. In other words, the B. D. O. should be the head of all the staff working in the block. Similarly, at the District level, the Collector should have the power and authority to coordinate the activities of various departments as he is doing at present in regard to the block work. At the State level, it is essential that the Development Commissioner should be closely associated with the scheme from the very beginning.
		MINOR IRRIGATION
46	2.1	Progress during the last two years has been satisfactory. Reintroduction of insistance on a minimum quantum of public contribution is not desirable as it is bound to retard the tempo of works.
47	2.2	The following recommendations will help in accelerating the programme.

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		Planning and Coordination
48	2.3	There should be a unified agency in the State for handling of minor irrigation programmes financed from various sources. At the district and State levels, officers of Irrigation, Agriculture and Planning Departments should jointly assess the irrigation requirements and possibilities in the block and prepare plan of works.
		Execution
49	2.4	Construction of minor irrigation works should be entrusted, to the extent possible, to local agencies like Panchayats/Cooperatives. Such bodies may be given some advance to serve as a revolving fund in order to over-come the difficulty of raising initial finance. Security deposit for contracts need not be insisted upon in their case.
50	2.5	Adequate attention should be paid to drainage work in order to counter-act the ill effects of water logging, salinity and alkalinity.
51	2.6	A minimum of two thirds of the total provision under 'Agriculture, Minor Irrigation and Land Improvement' in the schematic budget should normally be earmarked for minor irrigation exclusively.
52	2.7	A survey of man-power available in the block should be undertaken through the Progress Assistants.
		Maintenance
53	2.8	The maintenance of minor irrigation works should be entrusted, to the extent possible, to local bodies and panchayats, necessary technical staff and funds being made available to them for this purpose.
54	2.9	Facilities should be provided for repairs to engines, pumps and other lift appliances. Common facility workshops should be made use of for this purpose wherever existing. Such workshops should have technicians appointed on payment of a retainer and should also have mobile units for carrying out minor repairs on the spot.
55	2.10	Intelligent young farmers could be trained in handling mechanical equipment such as engines, pumps, etc. as a part of higher training programme for the Gram Sahayaks.
		Utilisation
56	2.11	The State Agriculture Departments should organise research and devise cropping patterns in newly irrigated areas.
57	2.12	Demonstration farms and plots should be set up to bring home to the cultivators, the advantages of irrigation and improved agricultural practices.
58	2.13	The cultivator should be provided with financial credit and technical guidance for land preparation and supplies.
59	2.14	Concessional irrigation rates should be provided for the first few years in newly irrigated areas.

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60	2.15	The alignment and grading of field channels should be done by the technical departments, but their construction should be made the responsibility of panchayats or cooperatives who should be required to complete this work within a fixed time limit failing which the panchayats or ultimately the Government should carry out the work themselves at the cost of the beneficiaries. Panchayats may have to be advanced funds and vested with necessary powers for this purpose.
61	2.16	The responsibility of distribution of water beyond the Government outlet should be progressively transferred to cooperatives or other associations of beneficiaries.
		VILLAGE AND SMALL SCALE INDUSTRIES PROGRAMME
		Place of Industries in the Programme
62	3.1	The present tendency in some of the States to divert money from the industries sector to other developmental work should be strictly prevented.
		Pilot Projects
63	3.2	The Pilot project may be continued as part of the Third Five-Year Plan and provided for under the State Plan.
		Agency for Industrial Development
64	3.3	The staff at the block level and Industries Extension Officer in particular should, in future, be increasingly utilised as the agents for all schemes of development of village and small scale industries within the block area.
65	3.4	The field workers of the various Industries Boards and Departments, who operate at the block level, should be represented on the Block Development Committee, to the same extent as other Extension Officers, and the Block Development Officer should be responsible for the implementation of village and small scale industries programme in the block areas.
		Need for Coordination
66	3.5	Where the State Coordination Committee does not represent at different Boards and the Commission, steps should be taken to appoint their representatives to such committees.
		Extension officer Industries
67	3.6	The budget provision for industries Extension Officer should continue as at present, but the arrangement for the payment of the salary of the officer should be through the B.D.O; the Industries Extension Officer being a member of the Block Team.
68	3.7	States where full complement of industries Extension Officers are not appointed, immediate steps should be taken by the Development Commissioners to see that they are recruited, trained and appointed.
		Programme in Package Areas
69	3.8	The Small Industries Service Institutes should carry out on a priority basis a survey of industrial development of the areas selected for the package programme for intensive agricultural production, and the need of industrial development of these areas should receive preferential treatment.

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		District Training Institutions
70	3.9	A cluster type of training institution should be started at the rate of one for ten blocks with a minimum of one per district.
		Purchase of Equipments
71	3.10	For purchase of equipment etc. by industrial cooperatives and individual artisans, facilities for hire purchase loans and subsidy should be made available.
		Common Workshops
72	3.11	Common work-sheds should be started wherever there is a demand for them, and the construction and management of such work-sheds should be through industrial cooperatives.
		Village Industries
73	3.12	The All-India Khadi and Village Industries Commission should arrange to start two units of village industries in each block, without necessarily linking it up with the Amber Charkha programme.
74	3.13	Where local facilities permit, production centres should be started through industrial cooperatives for handicrafts, silk, handloom and coir industries with the assistance of the concerned Boards.
		Rural Industrial Centres
75	3.14	Rural industrial centres may be established one for every five blocks but if financial allotment is not sufficient, one centre should be started for every ten blocks.
		Rural Industrial Estates
76	3.15	One rural industrial estate should be started for every 15 blocks with a minimum of one for a district by the end of the Third Plan period.
		Schematic Budget
77	3.16	The schematic budget for industries in the blocks may be utilised for credit to artisans, training for improving the skill, subsidising improved tools and equipment, establishing work sheds, grants to industrial cooperatives etc. The Block Panchayat Samiti should prepare a comprehensive programme of rural development in the block taking into account not only the funds available in the schematic budget but the funds and resources available from other sources so that an integrated programme of industrial development for the area is prepared.
		Credit Facilities
78	3.17	A provision of Rs. 30,000 per block should be made for credit to rual artisans.
		Supply of Raw Materials
79	3.18	Steps should be taken to make available the required quantity of raw materials for village and small scale industries.
		Price Preferentials
80	3.19	The State Government should adopt price preferential policies with respect to rural industries products.

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		Study team on C. D. Industrial Pilot Projects
81	3.20	The programme of village and small scale industries should receive a high priority in the economic development of the country.
82	3.21	The major portion of the financial provision earmarked for small scale industries including industrial estates should be spent in the rural areas, and the content and the form of the programme of small scale industries should be suitably formulated to achieve this object. The Third Plan should clearly extend the field of reservation or demarcate the sphere of production in regard to small scale industries which are located in the rural areas and are considered essential for development for socio-economic reasons.
83	3.22	The Government should devise measures for rapid decentralisation and diversification of industries in the rural areas in a phased way and distribute them equitably in the rural areas.
		TRAINING OF OFFICIALS—ORIENTATION & STUDY CENTRES
84	4.1	A study group should be appointed to go into the existing syllabi of the Orientation and Study Centres and make recommendations for their recasting.
85	4.2	One-third of a period should be devoted to talks and the remaining two-thirds—utilised in discussion. Suitable text books should be evolved.
86	4.4	Training facilities at the Institute for Instruction on Community Development, Rajpur, Dehradun should be utilised.
87	4.5	Principals/Directors of Orientation and Study Centres/S.E.O. Training Centres may be deputed to the Central Institute.
88	4.6	Selected members of teaching staff should be sent abroad for short intensive courses.
89	4.7	State Governments should send their important policy circulars to the training centres and invite members of teaching staff to important meetings and conferences.
90	4.8	Teaching staff at the Orientation and Study Centres should be appointed on deputation for 3 to 5 years from the State Governments. Those recruited directly should either be sent to the State Governments on deputation or posted to a Block for a short duration.
91	4.9	Principals should properly plan their follow-up tours in the field.
92	4.10	Managing Boards should be constituted for each training centre to allot seats, plan courses and village practicals, study tours, research and study programme and coordination between blocks and training centres.
93	4.11	Trainees and staff should practise what they would teach.
94	4.12	Trainees should perform all chores at the Camp themselves by rotation as part of "Shramdan".
		TRAINING OF OFFICIALS SEOS TRAINING CENTRES AND MUKHYA SEVIKAS TRAINING CENTRES
95	5.1	In order to associate Development Commissioners with the Training Centres, a separate committee for each SEO Training

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		Centre with the Development Commissioner or his nominee, as a member should be set up for looking after allotment of seats to States, planning of the courses etc.,
96	5.2	In order to avoid non-utilisation of seats at the training centres, the candidates should be recruited by the State Governments sufficiently in advance and only such persons should be deputed had at least 3 months field experience. The trainees should be allotted to Centres near their respective States.
97	5.3	State Governments should pay uniform training allowance of Rs. 50 p. m. over and above the salary to each trainee.
98	5.4	Initial payment of salaries to trainees of the Centres run by Government and those run by private institution should be made by those institutions and a simple procedure regarding reimbursement from the States concerned worked out.
99	5.5	The training centres at Ranchi may be reorganised so as to provide special training for one month in tribal life and culture to the B. D. O. and Extension Officer (Agri.) in addition to the S.E. Os.
		STUDY AND ORIENTATION OF NON-OFFICIALS
		Study Camps for M.Ps. and M.L.As.
100	6.1	The States which have not yet organised Study Camps for M.Ps. and M.L.As should organise these early and others may consider the desirability of holding another camp for the remaining M.Ps. and M.L.As.
		Training of non-Officials Members of Block Development Committees
101	6.2	Following steps were recommended for securing full attendance in the training camps of non-official members of Block Development Committees:
		(*i*) Training to be organised in a slack season.
		(*ii*) Training programme to be drawn fairly in advance.
		(*iii*) B.D.O. should explain the significance of training to the members in one of the Block Development Committee meetings.
		(*iv*) Community living should be insisted in these camps.
		(*v*) Where attendance is very low, double the required number of members should be invited.
		(*iv*) The Agriculture Officers of the State and B.D.Os. should invariably participate in these camps.
		(*vii*) The State I. C. C. and its training sub-committee and the Zilla Parishad should be fully associated with the training programme.
		Training of Sarpanches
102	6.3	Training of Sarpanches and that of BDC/BPS/members should be conducted separately.
		Where number of Sarpanches in BDC/BPS is larger, they may be retained at the Training Centre and be given additional training in Panchayat Work after completion of B. D. C. members Training.
103	6.4	Expenditure up to Rs. 1/8/- per head per day may be allowed from the Block budget for meeting the cost of boarding etc.,

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		Training of Gram Sahayaks
104	6.5	Training of Gram Sahayaks in the 4th year should continue in the existing subjects.
105	6.6	Training of Gram Sahayaks should be practical, and provide forum for exchange of experience.
		Higher Training of Selected Gram Sahayaks
106	6.7	The States should take early steps to formulate scheme for higher training of selected Gram Sahayaks.
107	6.8	Extension Training Centres should also be utilised for higher training. At least 50 percent of travel expenses should be borne by the Gram Sahayak himself and the balance may be met from the block budget.
		Training of Village Women
108	6.9	States should formulate their schemes for training of village women on the lines adopted in Rajasthan and Uttar Pradesh.
109	6.10	Short duration camps should also be organised for local village women on the lines of Gram Sahayaks camps.
		An expenditure upto Rs. 1/8/- per day per trainee should be allowed from the Block budget.
		PRODUCTION OF LITERATURE
		Production of Literature in Regional Languages
110	7.1	State Governments will produce literature in regional languages on their own initiative. Production cost of the publication will be shared euqally by the Central and the States.
111	7.2	Emphasis in these publications should be on strengthening of C.D. Panchayats and Cooperative movement. Sale proceeds of these publications will accrue to State Governments.
		Preparation of Manuscripts
112	7.3	A prize scheme may be initiated to involve greater participation.
		Distribution of Literature
113	7.4	Panchayats and Cooperatives to be utilised for distribution of literature.
114	7.5	The Central Institute of Study and Research in C.D. Mussoorie to prepare a comprehensive bibliography of books on C.D.
		DISTRICT INSTITUTIONS FOR TRAINING OF PEOPLE AND THEIR REPRESENTATIVES IN BOTH PANCHAYATS AND COOPERATIVES AND OTHER ASSOCIATE ORGANISATIONS
115	8.1	District Institution be set up for training in cooperation, Panchayats and C.D.
116	8.2.	Zilla Parishad and District Cooperative Union will be generally responsible for the training programme.
		Non-official institutions should be encouraged and built up to undertake this programme.
		All assistance coming from centre or the State should be channelised through the Zilla Parishad and the property purchased with their funds should belong to the Zilla Parishad.

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117	8.3	The non-official organisations should be free in the matter of routine administration of the training programme. The institution should have a Managing Committee of its own.
118	8.4	Where institution for cooperative training are already functioning satisfactorily, training in Panchayats and C.D. should also be entrusted to them. In other areas suitable non-officials institutions to be built up to undertake training in Panchayat, Cooperative and C.D. Where non-officials institution are not localised, Zilla Parishad and District Cooperative Union may establish a centre of their own.
119	8.5	Phasing of District Institutions should be 50, 50, 70, 75 and 75 for the 5 years of Third Plan period.
120	8.6	Ultimately this training programme should be financed by the State Government, Zilla Parishad, Panchayats and Cooperatives. In the initial stages provision of Central assistance will be considered, on a gradually tappering scale.
121	8.7	The burden should be placed squarely on the Panchayats and the Cooperatives even from the beginning. Central aid may be provided on tappering scale, for first few years.
122	8·8	Provision for a Educational Fund could be made in the Panchayat act also as has been done for cooperative training.
		PANCHAYATI RAJ
		Review of Progress—Problems of Transitive and procedure to identify and solve them
123	9.1	It is hoped that all States will have implemented the decision of the National Development Council before the end of 1960.
124	9.2	State Governments should issue instructions to District Officers that they are responsible for assisting statutory bodies in the formulation and implementation of plans, for periodical review of schemes undertaken by those bodies and for suggesting timely measures for rectifying defects, and for execution of programmes.
125	9.3	The responsibility for implementation of the decisions of these statutory bodies will devolve essentially on the staff of those bodies under the guidance of district officers.
126	9.4	At the village level the Secretary/Executive Officers of the Panchayat should be under the control of the Sarpanch. Officials of the Samiti, Zilla Parishad and Government should visit villages, meet the sarpanches and panches and consult them with reference to schemes if any undertaken in their villages and encourage them not only to contribute but also to execute them themselves.
127	9.5	The V. L. W. should particularly become the friend, philospher and guid of Panchayats.
128	9.6	The B. D. O. must be under the administrative control of the Panchayat Samiti through its President, for purposes of implementing the resolutions of the Panchayat Samiti and its Standing Committees.
129	9.7	The President of the Panchayat Samiti may send his views regarding the work of the B.D.O. annually for consideration by the Collector while recording his Confidential Report.

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130	9.8	The Extension Officers shall be directly under the control of the B. D. O. and the President shall deal with them only through the B. D. O.
131	9.9	The B. D. O. and Extension Officers concerned, shall attend the meetings of the Standing Committees and the Panchayat Samiti and furnish correct and complete information and advise on any matter under discussion.
132	9.10	The B. D. O. shall review the tour diaries of the block level officers once a month and mark a copy of the review to the President of the Samiti.
133	9.11	Emergency powers shall be exercised by the President of the Panchayat Samiti in Consultation with the Block Development Officer.
134	9.12	All important correspondence with Heads of Departments or the Government should be placed by the B. D. O. before the President who will also have powers to call for any other papers.
135	9.13	The pivotal position of the Block Development Officer as the chief executive officer of the Panchayat Samiti should be recognised and he should be given administrative control over the block staff.
136	9.14	Administrative sanctions can be accorded in all cases only after obtaining prior technical approval excepting in the case of schemes of an approved pattern for which no technical approval may be necessary.
137	9.15	The higher statutory body should guide and assist the lower bodies, coordinate matters involving more than one lower unit, look after the interest of small under-developed units and directly undertake work beyond the capacity of the lower units. The conduct of the higher body should not stifle the initiative of the lower bodies.
138	9.16	District Officers should be responsible for assisting in formulation of schemes, technical advice and arranging supplies from outside. Close technical supervision over Extension Officers should be maintained by them through the B.D.Os.
139	9.17	The meetings of the Panchayat Samitis and Zilla Parishads should be, as a rule, open to the general public, and as far as village panchyat meetings are concerned, the villagers should be encouraged to attend these meetings.
140	9.18	There should be qualified Accountants in the Blocks and an adequate audit organisation. There should be provision for surcharges and recovering avoidable losses, if any.
141	9.19	State Governments should decide if cost of audit should be recovered from the statutory bodies or should be met by them.
142	9.20	District Officers should attend meetings of Standing Committees and Zilla Parishads and should prepare reviews of the progress of their schemes and achievement of targets.
143	9.21	District Officers should assist the Zilla Parishads in the formulation of district plans with reference to block plans, district sector of the State Plans and the normal development schemes of the department.

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144	9.22	District Officers should communicate to the Zilla Parishads their comments on important aspects noticed by them in the implementation of the programme during their tours.
145	9.23	They should inspect and report on any scheme, project or work concerning them if so required by the Zilla Parishad or its sub-committees.
146	9.24	They should consult the Zilla Parishad on matters of direct importance like the location of institutions, etc.
147	9.25	Schemes like local development works, village road development cooperetive schemes, rural unemployment should be entrusted to the Zilla Parishad/Panchayat Samiti.
148	9.26	There should be a common engineering service for execution of works of Panchayats, Panchayat Samitis and Zilla Parishads. Such a service can be apart of the existing engineering service of the Government.
149	9.27	There should be a common service in the district for all posts not borne on Government cadre for Panchayat, Panchayat Samitis and Zilla Parishads. Recruitment to the posts should be made by a special District Selection Committee constituted for the purpose.
150	9.28	Organisational link up, constitution of common cadre of service, unified engineering service, Panchayat Samitis exercising power of approving schemes of Panchayats over certain limits and Panchayats being used as executive agencies by higher bodies will ensure good vertical relationship between the three statutory bodies.
151	9.29	B.D.O. being made inspecting officer of Panchayats, Extension Officers being placed under District Officers so far as technical guidance and supervision are concerned, B. D. O. being placed under the District Collector and the District Collector consulting District Officers about the work of the B. D.Os while writing his C. R., will ensure vertical relationship between the official hierarchy at different levels.
152	9.30	Panchayats, Panchayat Samitis and Zilla Parishads should give top most priority to schemes under agricultural production.
153	9.31	The Development Commissioner should continually keep himself in touch with the Zilla Parishads and the District Collectors. He should also meet the Chairman of the Zilla Parishads and Presidents of the Panchayat Samitis from time to time along with the Heads of Departments.
154	9.32	The pivotal role of the District Collector as Head of the district administration and District Development Officer should be recognised.
155	9.33	State Governments should be permitted to make adjustments between groups under the same Head of Development, just as they are free to make adjustments between schemes under the same group.
		ASSOCIATE ORGANIZATIONS—FORMATION, MAINTENANCE AND INCENTIVES.—
156	10.1	The voluntary organisations are required to harness the energy of the village for development purposes.

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157	10.2	Panchayat Samitis may be requested to organise Mahila Mandals where these have not yet been organised. Members of Mandals may be trained in fruit growing and preservation, poultry, kitchen, gardening, house keeping and village sanitation etc.
158	10.3	There should be a women welfare officer at the State level to guide Mukhya Sevikas in setting up Mahila Mandals and for impelementing women and Children welfare programme.
159	10.4	Gram Sahayaks may join youth clubs or young farmers clubs and not form seperate organisation.
160	10.5	Purpose of youth clubs may include recreational and physical acitivities, vocational training and organisation for projects.
161	10.6	The manner for providing incentives should be left to the discretion of Panchayat Samitis and suitable provision should be made in the block budget for this purpose.
162	10.7	Representatives of voluntary organisations may be coopted on the functional sub-committees of Panchayats and Panchayats Samitis.
		REVISION OF SCHEMATIC BUDGET FOR THE THIRD FIVE YEAR PLAN WITH A VIEW TO GREATER PROVISION FOR PRODUCTION PROGRAMME
163	11.1	The schematic budget need not be changed in any manner but releases of central assistance to State will be limited to the ceiling allotment for Community Development in the Third Plan, the excess assistance earned by the States being carried forward to the Fourth Plan period.
164	11.2	Release of central assistance will depend upon the *pro-rata* amount available to the State, the release by the State Government to the blocks depending upon the actual performance of the blocks.
165	11.3	Provision for "Agricultural development, minor irrigation, and land improvement" fixed at Rs. 4.5 lakhs, by a corresponding reduction of Rs. 60,000 under "non-Productive" heads.
166	11.4	Separate provision should be made for continued central assistance for post Stage II blocks during the Third Plan period.
167	11.5	Central assistance towards "Committed Expenditure" should continue during the Third Plan period.
		FINANCIAL ASSISTANCE TO JOINT COOPERATIVE FARMING SOCIETIES OUT OF THE SCHEMATIC BUDGET
168	12.1	Applications for assistance from Cooperative Joint Farming Societies, satisfying certain conditions, should receive priority over individual applications for assistance from block funds.
		WEAKER SECTION OF THE COMMUNITY
		The need for special attention
169	13.1	There should be no attempt on segregation, but special attention should be paid to the needs of Scheduled Castes and other weaker sections of the community.
170	13.2	All Block funds should be so expended that there would always be the consciousness of doing the best possible for the uplift of the weaker sections.

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171	13.3	A block level sub-committee should be formed with majority of the members from the weaker sections, for preparing plans of their welfare services.
		The Resources
172	13.4	Special funds provided by the Welfare Department or any other special grants should be channelised through the Panchayats.
173	13.5	During the period of transition the control over these funds may be kept at the higher level and gradually transferred to the Panchayat. The Block, however, should be the agency for promoting the activities of social welfare of the weaker section.
174	13.6	The Block Development Officer should be made responsible for seeing that the funds are effectively spent, and the special programmes ment for the weaker sections carried out.
175	13.7	Officers dealing with social welfare available at the District level should be consulted in formulating and implementing the schemes for the welfare of the weaker sections. Those near the Block level should be made members of the Block team and placed under B.D.O.
		Problems of giving loans
176	13.8	The provisions of judging credit-worthiness should be further liberalised by not insisting on any security from the two sureties.
		Need for two Schedules
177	13.9	The programmes of the Service Departments be drawn in two schedules; schedule I containing all the development plans of the Department and schedule II comprising those plans included in schedule I which would benefit mostly the Backward Classes.
		Certain Specific Programmes
178	13.10	Specific items intimately concerning the disabilities from which the Backward Classes are at present suffering, should be given special attention.
179	13.11	*Housing*—The rights on the land on which the houses stand should be given to the Scheduled Castes and Backward class members either by legislation or by laying aside special lands. Segregation should be avoided. Where separate colnoies are constructed for Backward Classes, the members of other sections should be invited to the extent of 10 percent to utilise the housing scheme by giving similar concessions as given to members of Backward Classes.
180	13.12	*Allotment of Agricultural Land*—Special weightage should be given to members of the Scheduled Castes and Backwrd classes in allocation of Sarkari land or other land held by organisations on trust.
181	13.13	*Schools*—There should be common schools for all children.
182	13.14	*Drinking Water Wells*—Wells should be so located as to serve both Harijans and others equally.
183	13.15	*Arts and Crafts*—Emphasis should be laid on improvement in techniques and removing all unwholesome features of an occupation wherever they exist. The selection of the craft should be governed by the market requirements, aptitudes and factors leading to proper training and equipping the artisans.

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		P.E.O'S. REPORT
184	14.1	In making evaluations attempts must be made by the PEO to relate the evaluation to the All India picture.
185	14.4	In addition to percentage variation being mentioned in the report , absolute figures should be furnished for a comparative study.
186	14.5	While evaluating specific programme, the PEO should find out from enquiries whether such a programme would be possible for the area under study and whether such a programme has been included in the block plan during the period.
187	14.6	Some basis should be evolved to have an index of agricultural production at the block level.
188	14.7	Cases of non-uniform nomenclatures should be located, and precise definition evolved.
189	14.8	The draft report of the PEO, every year, must be sent in time to the Ministry and the State Governments so that an Agenda paper for discussion at the Annual Conference can be drawn up.
190	14.10	A high powered Committee of adequate authority should be appointed by the Government of India to go into the whole question of reorganising and strengthening the PEO, particularly in the context of Panchayati Raj.
191	14.11	Case studies conducted by P.E.O. on panchayats and cooperatives and studies on some aspects of Rural Unemployment and the rabi campaign were noted.
		YOUTH PROGRAMME
		Review of the Progress of Youth Orgnisations in various states
192	15.1	The programme should be developed on the following lines :
		The need for chage in emphasis and approach
193	15.2	Emphasis should be given to : (*a*) group competitive persuits (*b*) spontaneous creative expression (*c*) recognition of merit.
194	15.3	*Group Competitive pursuit*—Healthy cooperation to develop the spirit of comraderie and citizenship should be encouraged.
195	15.4	*Spontaneus creative expressions*—Opportunities for creative expression through games, sports outdoor life and cultural and social activities should be offered. Eeven then youth should be involved in village economic development programme gradually.
196	15.5	*Recognition of achievment*—Opportunities of recognition should be provided through youth festivals at all levels. The Panchayat, Block Samitis, the Zilla Parishads and the States should assume responsibility for organising youth festivals.
197	15.6	There should be age groups between 5-11, 12-18 and 18-25 for the organisation of youth programme. In case of 12-18 and 18-25 groups there should be separate clubs for boys and girls.

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198	15.7	Youth programme should be organised through non-official organisations *viz.* the Panchayat at the Village level, Panchayat Samitis at the Block level, District Development Council at District level. State Development Council at State level. The Development Commissioner should have the assistance of a separate officer known as Director of Youth Programme.
199	15.8	(*i*) The above organisations should organise youth clubs from the village upward apart from the Annual Youth festivals. (*ii*) for organsing youth activities in the village a committee comprising of Panches, Sarpanches, Village Youth leaders, Gram Sahayaks, Representatives of Village Mahila Mandals should be constituted by each Panchayat.
200	15.9	Special training programme for age groups 12-18 and 18-25 should be organised at blocks. The organisers of the camps should also be trained. The Central Government should assist in the conduct of such Training Camps.
201	15.10	Study tours for Youth leaders to blocks, Districts, States and all India basis may be organised.
202	15.11	The C.D. Department in each State should coordinate the Youth programme initiated by other State Government Departments and non-official organisations.
203	15.12	The following ways and means be explored for securing finances for youth organisations :— (*i*) Pooling of resources provided in the budgets of Education, C.D. and Social Welfare Department and Block Administration. (*ii*) Dividing Social Education budget in two heads 'Adults' and 'Youth' and providing additional funds for youth programme. (*iii*) Contribution from Panchayats may be raised. (*iv*) Participation of youths in building up community assets. (*v*) Voluntary contribution.
204	15.13	The village school teacher should be entrusted with the responsibility of organising youth at village level. The teacher should be under the Administrative control of Panchayats. He should be paid suitable remuneration. The curriculum of teachers' Training should include a subject on C.D. and promotion of youth organisations.
205	15.14	The Social Education officer should organise the youth programme at Block level and work for coordinating the activities of village school teachers.
206	15.15	Physical Education Teachers of Secondary and High Schools should be requested to assist in the development of youth organisations in rural areas.
		CONSIDERATION OF THE RECOMMENDATIONS IN THE REPORT OF THE DR. VERRIER ELWIN COMMITTEE
		Planned Contact
207	16.1	More attention should be given to "Planned Contact". Adequate Amount should be earmarked for sending out (a) student parties

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		and (*b*) village leaders, to visit more important industrial projects; such tours being planned first within a district, then the State and so on.
208	16.2	Funds provided under Social Services should be used for such excursions.
209	16.3	There should be adequte preliminary preparation and follow up of the excursions.
210	16.4	The Block Development Committees should work out detailed programmes for this purpose.
		Educational Scholarship
211	16.5	One or two particularly talented students from each Block area should be given facilities for pursuing their studies in the best educational institutions in the country.
212	16.6	Such students should be selected from the age of 14 onwards.
213	16.7	Funds for such facilities should be provided by the Education and/or Social Welfare Department.
		Salient features of the Elwin Committee Report
214	16.8	The development of tribal areas should be *uniform* and all the remaining tribal areas should be covered by special tribal blocks within the Third Five-Year Plan.
215	16.9	The Home Ministry's contribution may be reduced to Rs. 10 lakhs for future Blocks.
216	16.11	The criteria for the selection and demarcation of the tribal blocks in the future should be (a) limit of 25,000 population and (b) 200 square miles area.
217	16.12	New Blocks should not be confined to Scheduled and Tribal areas but should cover areas wherever there was a tribal population of at least 55 per cent of the population, provided the overall coverage of each Block should not exceed 25,000 population in an area of 200 square miles.
218	16.14	The existing Community Development Blocks with a population of 66,000 situated in areas where the tribal population was over 55 per cent should qualify for the grant of Rs. 5 lakhs from the Ministry of Home Affairs while entering the second phase of its development.
219	16.15	The schematic budget should be flexible with powers for reappropriation both at the State and District levels. In areas where communications were difficult, the percentage allotment for communications should be increased if necessary, from 25 per cent to 35 per cent, leaving 40 per cent for schemes for economic development and 25 per cent for social services. The details of the schematic budget should be prepared at the State level. Priority should be given to agriculture, irrigation, reclamation, soil conservation and drinking water supply.
220	16.17	The Block headquarters should be located in the interior, as far as possible.
221	16.18	The special allowance for workers in the tribal areas should be given both to tribals and non-tribals.
222	16.19	Orientation training should be given to all levels of workers before posting to tribal blocks. Training facilities should be expanded immediately for this purpose.

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223	16.20	Steps should be taken for guaranteeing rights of the tribal people in respect of their land and forest.
224	16.21	The existing Blocks (Stage I and Stage II) in tribal areas, should be provided with additional funds to facilitate uniform development of tribal areas.
225	16.22	Funds should be sanctioned for construction of housing of staff and for communications in the pre-extension stage.
226	16.23	In case of Development Blocks in NEFA ad NHTA, consideration should be made on the same lines as for special tribal Blocks keeping in view (a) extra provision for communications and social services; (b) educational tours of youth and village leaders to different parts of the country and scholarship for talented students in the best educational institutions of the country; (c) powers for ready reappropriation of funds at the State and district level.
		ANIMAL HUSBANDRY AND FISHERIES
		A. ANIMAL HUSBANDRY :
		Provision of Breeding Bulls
227	17.1	*Supply of Bulls.*—Supply of bulls, in blocks should be restricted to a few selected villages at a time or in areas, where the Key Village Scheme is in operation. Specific provisions of funds should be made in the Budget of the Animal Hasbandry Department, as well as the Panchayats, for purchase and supply of bulls.
228	17.2	*Maintenance of Bulls.*—A subsidy of Rs. 30 per month should be made available for the maintenance of the bulls.
229	17.3	*Scrub Bulls.*—Mass castration of scrub bulls should be taken up in areas, where Government bulls are supplied and in other areas, all bulls except the local approved bulls should be castrated.
230	17.4	*Issue of surplus productive cows.*—Careful selection should be made by Technical Officers for the issue of surplus productive cows.
231	17.5	*Issue of Surplus young calves from Aarey and Harringhata Colonies.*—Quotas are to be fixed by the Ministry of Food and Agriculture for the supply of young cows.
232	17.6	*Provision of facilities for breeding by Artificial Insemination technique.*—An auto-cycle or scooter should be supplied to 7 Production Centres for speedy transportation of semen.
233	17.7	*Provision of facilities for marketing of livestock and Products*—Regulated markets for marketing of cattle is necessary and amending of the regulated markets Acts for this purpose is recommended.
234	17.8	*Feed and Fodder Development.* Greater use of Gosadans and Goshalas is necessary.
235	17.9	Live-stock and agriculture farms, should undertake production of seeds of fodder grasses.
236	17.10	*Seeds of Fodder Grasses.*—Seeds of fooder grasses should be supplied on subsidised basis to panchayats and cooperatives.

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		Poultry Development
237	17.11	*Multiplication of poultry like the seed farms.*—Distribution of breeding stock, hatching eggs, etc. below the District Level, should be handled by private traders. Visits of poultry breeders to poultry Extension Centres should be arranged.
238	17.12	*Prevention of losses from Poultry diseases.*—Extension publicity for diseases control in poultry should be undertaken intensively.
239	17.13	*Credit facilities for the purchase of chicks and poultry equipment* —Loans for poultry development should be given from the Block Budget.
240	17.14	*Lack of marketing facilities for eggs and chickens.*—Marketing of poultry and eggs should be arranged initially along with the milk supply scheme.
241	17.15	*Availability of Feed Supplements.*—All Government Farms and Poultry Extension Centres should arrange for the supply of balanced mixture and feed supplements and some revolving fund should be provided for this.
		B. FISHERIES :
242	17.16	Suitable steps should be taken to give an impetus to this programme.
243	17.17	*Schematic budget and staffing pattern*—Fisheries should be mentioned along with Agriculture and Animal Husbandry, along under the new head, Agriculture and Land Improvement.
244	17.18	Extension Officers (Fisheries should be appointed in such blocks, where there is potentiality and the cost involved may be met out of savings under the personnel for the whole State.
245	17.19	*Fishery rights in tanks.*—The Department of Fisheries should have jurisdiction over-all fisheries for medium and major irrigation work and the panchayats should be entrusted with fishery rights in small tanks and ponds.
246	17.21	*Fish seed production farms and fish culture facilities.*—Fish farms with the total area of 25 to 50 acres of waters spread should be established in districts and regional centres for production of fish seeds.
247	17.22	Fish fry nursery farm of 5 to 10 acres should be established in blocks where fish culture activities are undertaken.
248	17.23	Equipment, for fish culture facilities are to be provided by the Departments of Fisheries on high purchase to Panchayats and Fishermen Cooperative Societies.
249	17.24	The Officers Extension Unit of the Ministry of Food and Agriculture should be fully utilised in the Training Programme of Gram Sevaks and Gram Sahayaks.
250	17.25	Fish production programme should form part of the overall agriculture production programme.
251	17.26	The experience gained by UNICF, Scheme in the States of Orissa, Andhra and U.P., should be made available to other States.

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